

# Child and Family Welfare

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## PUBLICATIONS

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- \*No. 1. The Spiritual and Ethical Development of the Child, 1922.
- \*No. 2. British Columbia's Child Health Programme, 1923.
- \*No. 3. Agricultural Training for the Dependent and Delinquent Child, 1923.
- \*No. 4. Reducing Infant Mortality in City and Rural Areas, 1923.
- \*No. 5. The Juvenile Employment System of Ontario, 1923.
- \*No. 6. A Statistical Review of Canadian Schools, 1923.
- \*No. 7. Housing and Care of the Dependent Child, including Standards of Placement, and a Model Dietary for Children's Home, 1924.
- \*No. 8. A Comparative Study of the Child Labour Laws of Canada, 1924.
- \*No. 9. The Child of Canada's Hinterlands, 1924.
- \*No. 10. Grants in Aid to Children in Their Own Homes, 1924.
- \*No. 11. Courts of Domestic Relations, 1924.
- \*No. 12. The Social Significance of Child Labour in Agriculture and Industry, 1924.
- \*No. 13. A Comparative Summary of the Canadian Adoption Laws, 1924.
- \*No. 14. Some Angles of Discussion in the Juvenile Immigration Problem of Canada, 1924, together with the Immigrant Children's Protection Act of Ontario, 1924.
- \*No. 15. Juvenile Immigration Report No. 2, 1925.
- \*No. 16. Special Training for School-Age Children in Need of Special Care (5th Edition, 1930).
- \*No. 17. The Juvenile Court in Canada, 1925.
- No. 18. The Council's Objectives, 1925-30. (Published in French also).
- \*No. 19. The Child in Industry: Progress 1920-25, and Recommendations 1925-30.
- \*No. 20. Progress in Education and Recreation, Canada, 1925-30.
- \*No. 21. A Guide to Your Reading on Child Welfare Problems, 1927. (A Short Classified Bibliography)
- No. 21. B. K. Some Sources of Material re Health Education for Schools.
- No. 22. Legal Status of the Unmarried Mother and Her Child in the Province of Quebec, 1928.
- \*No. 23. Teaching International Relationship (to children), 1927.
- \*No. 24. The White List of Pictures Children Will Like, 1927.
- No. 24A. Motion Pictures Children Will Like. (Bi-monthly)
- \*No. 25. Canada and the World's Child Welfare Work, 1927.
- \*No. 26. Progress 1920-25 and Recommendations 1925-30 in Child Welfare Legislation, 1926.
- \*No. 27. Problems in Family Desertion: Prevention, Rehabilitation, Legislation, 1926.
- \*No. 28. Child-Placing, 1926.
- No. 29. Canada and the International Child Labour Conventions (August 1, 1926).
- No. 29A. Action Necessary by the Nine Provinces of Canada for Canada's Adherence to the International Child Labour Conventions (August 1, 1926).
- \*No. 30. Study Outline of Some Child Welfare Problems in the Canadian Field, 1927.
- \*No. 31. The Story of the Curly Tails, 1927. (In English and in French).
- No. 32. What is Malnutrition?
- No. 33. The Home Training of the Blind Child, 1927. Second Edition, 1932.
- No. 33A. The Home Training of the Deaf Child, 1932.
- No. 34. The Juvenile Court in Law and the Juvenile Court in Action, 1930.
- No. 35. Infant Deaths in a Canadian City, 1928.
- No. 36. Child Welfare Legislation in Canada, 1927, 1928, 1929.
- No. 37. The Recidivist Group and Custodial Care, 1929.
- No. 38. Education in the Child Welfare Programme, 1929. Second Edition 1931.
- No. 39. "Several Years After." Report of Juvenile Immigration Survey, 1929.
- No. 40. "In Answer to Your Query" (Directory of Child Welfare Agencies), 1929.
- No. 41. Child Protection in the Programme of Child Care.
- \*No. 42. Recreation: A Suggested National Programme, 1929.
- No. 43. Canadian Legislation re the Age of Consent and the Age of Marriage, 1929.
- No. 44. Save the Baby from Rickets. (Second Edition 1932)
- No. 45. Play and Play Material for the Pre-School Child, 1929.
- No. 46. Legislation: Canada and Her Provinces Affecting the Status and Protection of the Child of Unmarried Parents, 1929.
- No. 46A. Comparative Summary: Legislation of Canada and Her Provinces Affecting the Status and Protection of the Child of Unmarried Parents, 1929.
- No. 47. An Investment in Health—School Lunches for Rural Districts, 1929.
- \*No. 48. Youth in Revolt, 1930.
- No. 48A. Youth in Revolt. (Second Edition, 1931)
- No. 49. Private Home Care for Children in Need, 1930.
- No. 50. The Council of Social Agencies in the Community. (Reprint, May 1930 Bulletin.)
- No. 51. The Protection of Child Life. A Story in Pictures, 1930.
- No. 52. The Relationship between Public and Private Agencies in the Family Field.
- No. 53. The Family Court, 1930.
- No. 54. Provisions for Maternal and Child Welfare.

\* Out of Print.

(Continued on inside back cover)







# Child and Family Welfare

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## "THE CANADIAN WELFARE COUNCIL"

On June 21st, 1935, the Honourable the Secretary of State for Canada issued supplementary letters patent to the Council, acceding to the request of the Board of Governors, authorized by the annual meeting, and changing the name from "The Canadian Council on Child and Family Welfare" to "*The Canadian Welfare Council*".

### 1920-29

It will be recalled that the Council was founded in October, 1920, as the result of a conference convoked in Ottawa, by the Dominion Department of Health, under the Deputy Minister, Dr. J. A. Amyot, to discuss the establishment of a Dominion clearing house in child welfare, through which diversified interests and services might find the means of conference, discussion and educational endeavour. The organization was launched as The Canadian National Council on Child Welfare, with Dr. H. E. Young, Provincial Health Officer for British Columbia, presiding at the organization meeting, and Mrs. H. E. Todd, Orillia, then president of the Women's Institutes of Canada, first president. The name was contracted later to the Canadian Council on Child Welfare.

As such the Council carried on until 1929, full-time executive operation being started in 1926. In 1929, on the request of agencies at work in the family field, the Council agreed to re-organize entirely, to provide services in family work, and changed its name to "The Canadian Council of Child and Family Welfare."

### 1929-35

Barely had the change been effected when the economic collapse brought to the young and struggling Council, demands for service as varied, as its resources were inadequate. Though new problems presented themselves every few months, there was neither money nor personnel for new organization and the Council sought, wisely or not only time will show, to rise to each new emergency as the need and a sense of obligation at the time seemed to indicate. In 1932-3, the varied activities which had been carried

appeared to justify formal consolidation of Divisions of work. Incorporation was sought and letters patent issued, in May 1934. However, the supplementary letters patent, now issued, mark no change in programme, or organization, merely the contraction of a cumbersome title to a simpler one, possibly more accurately descriptive of the generalized nature of the Council itself, a characteristic that will become more marked, if, through the years, the various divisions develop more or less autonomous being, but interrelated programmes.

The present divisions number eight—Maternal and Child Hygiene, Child Care and Protection, Family Welfare, Community Organization, Delinquency and Related Services, Leisure Time and Educative Activities, Public Welfare Administration, and French-speaking Services. The staff includes the director, assistant to the director, secretary to the Division on Maternal and Child Hygiene (new appointment pending), part time consultants in Obstetrics and Pediatrics, secretary to the Family Division, secretary to the Division on French-speaking Services; information clerk, office secretary, and clerical and stenographic staff. It is hoped that this year may see the appointment of a full-time secretary to serve the Delinquency Division and the Division on Leisure Time Activities.

As it faces new problems in a time of sudden complications and adjustments, the Canadian Welfare Council bespeaks for its objectives and programme continuance of the support and confidence given through these years to the Canadian Council on Child and Family Welfare.



## MATERNAL AND CHILD HYGIENE

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### HEALTH AND SICKNESS INSURANCE

#### INTERNATIONAL DATA

Because of recent discussions and inquiries as to material on this subject of such

wide present interest, the Council office sought from the International Labour Office, a listing of their publications and references on this subject. The information received is listed herewith for the benefit of those of our readers interested in this momentous question in Canada.

- (1) *General Publications*, recommended by the I.L.O.  
International Labour Office, Studies and Reports,  
Series M (Social Insurance), No. 6.  
Compulsory Sickness Insurance, Geneva, 1927.  
Pp. XVI and 794.

International Labour Office, Studies and Reports,  
Series M (Social Insurance), No. 7.  
Voluntary Sickness Insurance, Geneva, 1927.  
Pp. XLVIII and 470.

International Labour Office, Studies and Reports,  
Series M (Social Insurance), No. 11.  
International Survey of Social Services.  
Geneva, 1933. Pp. XXIII and 688.

- (2) *Uninsurable Groups*.

- (a) *Compulsory sickness insurance*.

Compulsory sickness insurance extends either to all employees or to employees in certain industries.

- (i) Health conditions.

In compulsory sickness insurance schemes there is no selection according to health, and all persons liable to insurance must be accepted by any sickness fund.

Special provisions apply in Great Britain under the health insurance scheme. If a person liable to insurance can prove that he was refused admission to an approved society on account of his state of health, his contributions, together with the employer's contributions and the State subsidy, are paid to the Special Insurance Section for persons refused admission to approved societies. Statutory

benefits are guaranteed to its members, any deficit being covered out of the central fund common to all the approved societies.

(ii) Income limit.

In some States compulsory sickness insurance schemes provide for an income limit; salaried employees whose income exceeds a certain fixed amount are not subject to compulsory insurance. In most countries they cannot insure voluntarily under the same scheme, an income limit being fixed for voluntary insurance under the general health insurance scheme.

(iii) Independent workers.

Independent workers are, as a rule, excluded from compulsory insurance, but in many countries may insure voluntarily. Generally an income limit is prescribed for persons desiring to insure voluntarily under compulsory insurance schemes.

(b) *Voluntary sickness insurance.*

As a rule, voluntary sickness insurance (friendly societies, etc.) is open to persons with small means; wage earners as well as independent workers. Generally, State subsidies are granted to such insurance societies.

(i) Health conditions.

In order to be admitted to membership of a friendly society or other voluntary sickness insurance institution, a person must satisfy certain conditions as to health. Bad risks are as a rule excluded.

In Denmark, however, admission to recognised sickness funds subsidised by the State is authorised for a certain number of persons suffering from a frequently recurring disease or bodily effect involving a material diminution of their working capacity, but who can nevertheless be deemed capable of work. These persons are entitled to all benefits, the additional cost being entailed by the State and the commune.

(ii) Income limit.

Persons whose income exceeds a certain amount are not generally admitted to voluntary sickness insurance funds, but must insure with private insurance companies.

(c) General.

Persons who are neither insured under compulsory insurance schemes nor can become members of voluntary sickness insurance funds or private insurance companies, and who are without means, must have recourse to public assistance (see Third Part of International Labour Survey of Social Services).



## NEWS NOTES

### NEW BRUNSWICK

#### Health Minister Plans Educational Programme

The Honourable W. F. Roberts, M.D., New Brunswick's first Minister of Health in 1918 and recalled again to this post, following the recent provincial elections, has announced an extensive educational programme throughout the province, with special emphasis on cancer control and the promotion of mental hygiene.

#### Authorities Attack Tuberculosis Scourge

A tuberculosis survey of Madawaska County has just been completed under the direction of Dr. J. C. Paulin, District Medical Health Officer for the Northern Area of the Province. Dr. Paulin was assisted by Dr. Arthur Melanson, District Medical Health Officer for the Eastern District, Dr. Austin Clarke, Tuberculosis Diagnostician, Dr. Richard Monahan, Tuberculosis Diagnostician, Miss H. S. Dykeman, Director of Public Health Nursing and Mrs. L. G. Michaud, Public Health Nurse of Edmundston.

A tuberculosis survey of the newly enrolled Normal School students has also been completed, under the direction of Dr. J. M. Cameron, District Medical Health Officer of Fredericton and Central Area. Each student was given a clinical and x-ray examination.

#### A New Appointment

Dr. Austin Clark, recent graduate of the course in public health, of the University of Toronto, has been appointed District Medical Health Officer for the Western Area. Dr. Clark was previously Tuberculosis Diagnostician.

### BRITISH COLUMBIA

#### Vancouver Committee Studies Unmarried Mother Problem

A standing committee, to be known as the Unmarried Parents Committee, has been appointed by the Vancouver Council of Social Agencies, to study the problem of the unmarried mother and her child in that city. The Committee, which was appointed at the request of the Family and Children's Committees of the Council, has already held several meetings, in the course of which the extent of the problem has been reviewed by members of seven of the local agencies, existing legislation has been analyzed by a government official, and two case studies have been presented for discussion in the light of present legislative provisions.

### ONTARIO

#### Ontario Normal Students Must Be Physically Fit

Students applying for admission to Ontario Normal School and the Ontario College of Education will be given a physical examination for the first time this year, to determine their fitness to enter upon the profession of teaching.

The Department of Education and the Department of Health are jointly carrying out this undertaking.

The examinations will be made by local physicians, tuberculin tests will be carried out on all students and those who show positive reactions will have x-rays of the chest made.

Approximately 1400 students are expected to be included in the examination.

### **Ontario Municipalities Retaining Health Nurses**

According to latest information received, Ontario Municipalities have rallied without exception to provide for the retention of the public health nurses formerly serving in their districts under the Provincial Department of Health, on a basis of grants in aid.

Announcement of the discontinuance of this provincial subsidy was made last spring, as in effect April the first, when departmental grants were cut in the economy programme of the present government.

The same services are being continued with some modifications under municipal auspices and financing.

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## **REVIEWS**

*Man's Fight Against Disease*—36 pages, published by the Metropolitan Life Insurance Co., Ottawa, Ontario.

This is a fascinating little pamphlet which gives in picture and story a brief sketch of the history of man's fight against disease from the time of Hippocrates, "father of medicine," and of Moses, "father of preventive medicine," down to the present time. The pages are largely reproductions of a series of placards on the history of health, hygiene, and medicine, prepared by the Metropolitan Life Insurance Co. and now on exhibition in the United States National Museum, Washington, D.C.

This booklet will be very useful for educational purposes, and is available for free, but limited distribution. It will be forwarded, on request, only in single copies to teachers in forms above that of Public School grade, School Medical Officers, and School Nurses.

*We go to Nursery School*—by Marjorie Poppleton and William E. Blatz. 58 pages. William Morrow & Co., New York. Distributed in Canada by McClelland and Stewart, Limited, Toronto. Price, \$1.10.

Imagination is the necessity of old age, not the prerogative of infancy, declare the authors in their foreword to this book of

pictures for children (and grown-ups) about the child's day in nursery school.

"We believe that children during the first five years are intensely interested in the commonplace or, at least, in what adults think is commonplace. We are skeptical of the suggestion that when a child plays with his washcloth, he is endowing this washcloth with the personality of a wriggling fish, or a clipper ship in full sail, or a torpedo boat. To him, it is just a washcloth. For adults with years of washcloth experience, the situation must be enhanced by a suggestion of fish and ships and torpedos. Otherwise, it is a commonplace. To a child of five it is not yet commonplace."

Pleading that reality, repetition and variety are necessary in books prepared especially for small children, the authors have attempted to show in pictures with very brief captions how real children live and work and play at the St. George's School for Child Study in Toronto. To the adult whose work is with and for children, this book will be no less interesting.

The photography is excellent and the pictures take one through the complete school regime, from the nurse's preliminary inspection to the child's final departure for home at half past two in the afternoon. Interesting pictures are shown of the tools of work and play that are part of nursery school equipment.

Dr. Blatz, author of other well-known books on child psychology, is Professor of Psychology at the University of Toronto, director of the St. George's School for Child Study, and consultant of the Toronto Juvenile Court Clinic.

Miss Poppleton has been Dr. Blatz' assistant for many years at the Nursery School.

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### *Economical Cooking*

Publication No. 2 in a new (the first one deals with Cancer) "What you should know about Series," issued by the Health Service of the Canadian Medical Association. The series is edited by Dr. Grant Fleming, and published by MacMillan & Co., at 25 cents.

The booklet deals with the question of economical buying, budgetting, etc., and offers memos, recipes, etc., that make it rather a small cook-book than a treatise on nutrition and diet. The first chapter deals with general observations on diet, and all the others with cooking various foods e.g. vegetables, salads, soups, cereals, etc.

Much of the material is familiar to those who have known the work of the Nutrition Committee of the Health Service of the Financial Federation of the Montreal Council of Social Agencies, whose assistance is acknowledged.

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## NEW PUBLICATIONS OF THIS DIVISION

### *Infantile Paralysis—A Message to Parents*

Dr. Lloyd MacHaffie, Medical Officer of Ottawa Public Schools and Staff Consultant in Pediatrics to the Council in consultation with federal health authorities and different Canadian pediatricians, has written a concise article on this subject which has been published under the above heading. The pamphlet is short and illustrated with three cuts which give the Spine Sign, the Knee Kissing Sign and the Prop Attitude Sign. Dr. MacHaffie points out that in 1930 and 1931 there were 1,030 and 1,341 cases respectively, of this disease in Canada; in 1932 there were 956 cases and in 1933, 246. The mortality is extremely high; from 1927 to 1933 there was an average of over two hundred deaths per year.

This pamphlet sets forth the symptoms and warns parents as to the appearance of this disease. It is available for free distribution on request.

### *Cross-Eye and Squint*

The Canadian National Institute for the Blind and the Canadian Council have combined to publish a short but valuable leaflet on this subject, the material for which has been prepared by members of the staff of the Ophthalmological Department of the Toronto General Hospital. The leaflet defines Squint and summarizes briefly its cause and treatment, placing the responsibility for correction on the parent. This pamphlet is available for free distribution from either organization.



### *Defective Hearing*

Under the heading "Home Training for the Deaf and Hard of Hearing Child", the Council has issued an attractive pamphlet written by Dr. H. E. Amos of the Ontario School for the Deaf, Belleville, Ontario. This pamphlet is designed to assist the home and the teacher in the identification and sympathetic understanding of the child with defective hearing.

It also contains a list of the schools in Canada in which special training may be obtained. It is available in quantities for free distribution.

### *The Child's First Year*

The separate Postnatal Letters which have been widely used in Canada are now available in an attractive booklet which contains on the inside the names and addresses of the Dominion's Public Health and Nursing Services and which is accompanied by a blue supplement, also bound, giving common ailments of childhood and simple information for nursing the sick child in his own home. Formerly these letters were available only as twelve separate letters which, while offering certain special values for clinical use, etc., offered a considerable task in assembling and distribution. They are available for free distribution on request.

### *The Pre-School Child*

These letters, which run through the years of child care from fifteen months to school age, are now available in booklet form in three different series.

Series A and B covers the period from the first to the third year.

Series C and D covers the period from the fourth to the fifth year of the child's life.

Series E covers the sixth year of the child's life.

They contain detailed information on child care, on habit training, on diet, etc., and make an attractive and compact folder which is available for free distribution.

## CHILD CARE AND



## PROTECTION

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### OBSERVATIONS IN A BILINGUAL AGENCY

JANET LONG

Executive Director, Childrens Aid Society, Ottawa

There is always an element of suspense in a bi-lingual agency. When things are running with an uncanny smoothness and everyone seems satisfied, too satisfied, or disinterested—suddenly, as a bolt from the blue someone feels slighted and offended, some old wounds are reopened with bitterness, for someone has decided too hastily, someone has forgotten the point of view of another group in the community.

A bi-lingual agency in Eastern Canada is usually one serving an English and French speaking community. It is non-sectarian with representation of the majority groups on Board and Staff.

The Children's Aid Society of Ottawa is a bi-lingual, non-sectarian agency, doing children's protection work in Ottawa and Carleton County.

In order to keep a balance of interest and to give fair consideration to all points of view an effort has been made to have equal representation of Protestant and Roman Catholic groups on Board and Staff. Both French and English speaking citizens and clergy make up the Roman Catholic representation on the Board. In this way the agency policies evolved represent the thinking of all groups.

#### **One of Oldest Canadian Societies**

The history of the Children's Aid Society of Ottawa is an interesting one. The records of the Society show the united thinking of these groups working in a common cause, that is, to protect the interests of dependent and neglected children in the community regardless of race or creed.

On December 8th, 1893, Mr. J. J. Kelso, former Provincial Superintendent of the Ontario Department of Neglected and Dependent children, was speaker at the meeting when the Children's Aid Society was formed. This was one year after the passing of legislation

to create Children's Aid Societies in Ontario. The society was formed were under the gracious patronage of His Excellency, Lord Aberdeen, Governor-General of Canada, and of the Countess of Aberdeen. On their personal invitation Mr. Kelso had come to Ottawa. The French and English speaking sections of the community were represented at this meeting by distinguished clergy of the Roman Catholic and Protestant Churches, as well as by interested laymen. The original members have handed on their own enthusiasm and spirit of cooperation. One of these is Mr. W. L. Scott, K.C., an Honourary President of the Society, and an authority on Child Welfare Legislation in Canada.

During these years it is true there have been times when feelings have been hurt, shallelaghs wielded and heads been broken. Enthusiasts of special causes have held the stage and dropped out, but they have aroused a responsibility and deep interest in working towards the development of the Society along more efficient lines that a better service might be given for the welfare and protection of children.

### **Board Influence Vital in Bi-lingual Agency**

It is found that the Board of a bi-lingual agency sets the tempo. It is this body which represents the community interests; it is this body which must answer for the policies of the agency. The Board is the common meeting ground of members with different racial backgrounds and creeds, where ideas can be discussed and different points of view expressed with the thought of building up policies acceptable to all.

Sometimes this is not easy. No matter how important the issue at stake, dissension is usually a warning signal and one should consider well before pressing ahead too quickly.

The Staff may do a splendid service in the community, but it is the Board that gives the Society its strength and is the final bulwark for the Staff. For this reason it is necessary that the members be chosen from those who have the respect and confidence of their fellow citizens, and who have shown themselves public spirited and conscientious.

The Staff, also as the Board, is drawn from Protestant and Roman Catholic, French and English speaking groups. The division is made in the same proportion as the Board, with the idea of each group being served by a staff of its own race and faith. Unfortunately, because of the lack of French speaking workers, with training and experience, it is not always possible to keep the balance of executive responsibility equal among the staff, which is sometimes a basis of misunderstanding, but has to be faced frankly and fairly by the Board and Staff.

### **Special Considerations in Bi-lingual Agency**

As the bi-lingual set-up is an expensive one and in a small agency is sometimes awkward involving a duplication of responsibility and territory covered, one's first impulse is to plan districting or a more practical grouping of workers. But in a community where education along the lines of organized social work is a new thing a person understanding and sympathetic with the folk-ways of a particular group can best interpret changing policies. In a specialized field, such as children's protection work, the religious and racial background of the children have to be taken into consideration and each group feels the best understanding can be given only by "their own". This may not always be the condition. We must not forget that besides the key people in a community there is always a large group of conservative, earnest, good living people who cling to old traditions and find it difficult to accept changing ideas. How much easier is it to break down the suspicions of these groups by someone of the same race and beliefs! To interpret the policies of the Society, and to be aware of the responses of the community, is the delicate task of the Social Worker.

The Staff in informal discussions in staff meetings, case conferences and daily contact is constantly exchanging the points of view of English and French, Roman Catholic and Protestant. There is a frankness in self-expression, and honesty of opinion which engenders mutual trust. In this way there develops a consideration and respect for each other's creeds and racial thinking resulting in a broader community interest and understanding.

It is true that groups of individuals thinking alike, carrying on alone, can expand and develop very rapidly along most advanced and scientific lines, but is this progress from the community point of view? It usually results in the bad feeling of one group, another group follows on behind trying to keep in the picture, not quite knowing what it is all about, losing whatever ground it might have gained, often ending in failure. The development of group with group may be slower, may require more patience but would it not build a firmer, deeper foundation for community development!

A bi-lingual agency must accept a secondary place in the affections of the public. This is only natural. Institutions sponsored by individuals of the same beliefs, following special traditions, have a more direct and personal appeal. But it is the bi-lingual, non-sectarian agency that really does the pioneer work, the breaking of the soil and planting of the seed of community understanding.



## THE ILLEGITIMATE FAMILY IN NEW YORK CITY

Its Treatment by Social and Health Agencies

By Ruth Reed

Published by Columbia University Press, 1934. Price \$3.75.

The appearance of this book must be welcomed not only by all earnest social workers and students of applied sociology but by that ever increasing reading and thinking public who want to know what is actually happening to age-old social problems in our brave new world, and whether social thinking and organization have made even a beginning in meeting the challenge offered in this particular field.

The book is one of a series of studies carried out under the auspices of the Research Bureau of the Welfare Council of New York, and carries a preface by Neva Deardorff who calls attention to the paucity of information both as to the extent of the problem itself, the effect of certain changing social conditions upon it and the treatment of it today in a modern "socially organized" community.

The title scarcely calls for comment; the term "illegitimate family" is of course not used as applying to a recognized social unit, but simply as a scientific study of the members of a group composed of the parents who have not married each other and their natural offspring. Such a group obviously has its natural and legal ties of interrelation and the members of it are the special objects of the study. The author early points out however that the book does not aim to measure or evaluate the "more personal and intangible aspects of the case-work endeavour but has limited itself in so far as the nature of the material permitted to those aspects which do lend themselves to measurement of a statistical nature or to the method of objective criticism."

### Data of Study

As a basis for actual study, therefore, the births out of wedlock in a given year and within a limited territory are taken. The City of New York and the year 1930 were selected and the care accorded these illegitimate children and their parents carefully examined. Set within these boundaries, the study, as might be expected, is of wide significance and application. Probably not since the publication of Kammerer's "Unmarried mother" studies in 1928 has anything as scientific and comprehensive been attempted, although the approach to illegitimacy as a child welfare problem was well covered in the well-known publications of the Children's Bureau at Washington, in more recent years.

(Incidentally it may be remarked that teachers of social statistics will probably find this volume a treasure-house for class-work material—the variable factors being so fully recognized in all measurements presented).

The study, covering 215 pages, is divided into a short introduction which presents statistical material in ten American cities and ten years in New York City itself together with a statement on the nature of the study and the social significance of the subject. This is followed by two sections, one part treating of the care given the illegitimate family by social agencies in New York City under their several classifications such as Medical and Health Agencies,—Homes for Mothers and Babies,—Family Welfare and Protective Agencies,—Institutions and Agencies for Delinquents,—Child Placement Societies,—etc.; the second part dealing with the illegitimate family and its members as such.

In addition to the study proper, there is a most valuable addition in the form of an appendix covering 155 pages of related material including an Annotated Bibliography which will be infinitely useful to those seriously interested. Last but not least a topical index makes ready reference easy.

### **The Study's Challenge**

The material as a whole presents an arresting picture not of a localized situation but of what every social worker with experience in this field of social effort will recognize is happening from one end of the country to the other. The main value of the study lies in the revelation it makes of the crying need for recognition and adoption of some guiding principles among the groups already accepting responsibility for members of the illegitimate family within the areas of social, legal and health work. Inconsistencies throughout the whole scheme of organized society in its treatment of the problem are made quite apparent—the contradiction, for instance, inherent in the emphasis placed upon secrecy in the medical sector of the problem while in the legal field, simple justice is only to be purchased by the crudest forms of exposure by public examination, or again, the tendency of certain child placement societies to ignore the issues involved and to govern their policies entirely on the basis of the (market) demand for babies for adoption, while a marked contrast is seen in the pre-occupation of hospital and health agencies as a whole with the idea of secrecy to the exclusion of all other considerations, child placement often being a casual incident in the process.

Social workers who wish to see any cooperative and consistent effort put forward in this socially disorganized field would do well

to see that this volume, "The Illegitimate Family," is given wide circulation particularly among their medical friends and co-workers in the health sector, since the first contact with the problem in the individual instance is usually made on that ground. Here they will find the problem looked at objectively and without bias but with a keen sense of human values.—Jane Wisdom.

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*Children in Moral and Social Danger*—A report of 178 pages, compiled by Mlle. Chaptal for the Child Welfare Committee of the League of Nations, and covering field visits to seven countries—Denmark, Germany, Italy, France, England, Canada, and the United States. The study is summarized in three divisions—the legal study of the protection of children; certain types of institutional care; and provisions for defective children—available from the League, Geneva—C. 285 M. 123.



## FAMILY WELFARE AND RELATED PROBLEMS

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### WHEN A FAMILY NEEDS A GOOD NEIGHBOUR

What makes a family a "going concern"?

An answer to this question in clear simple terms is attempted in a small booklet, "When a Family Needs a Good Neighbour", just published by the Community Chests and Councils, Inc. (New York), with the cooperation of the Family Welfare Association of America. The booklet is a reference of interpretive material that will help to explain the nature of family social work, and why it is needed in a community.

Here are the requirements of every self-sufficient family as listed by the compilers of this material:

- A steady income;
- Health, with resources for preventing as well as relieving illness;
- A house that is a home;
- Knowledge of home management;
- Affection and understanding among the members;
- Some opportunity for recreation and a cultural life;
- Character;
- Resources in each of these areas to meet emergencies.

#### **The Second Line of Defence**

"A family may fail in any of these requirements without letting the community know," the booklet continues, "as long as they are protected by savings, friends and relatives, pride—those things which form their second line of defence. Behind it they can keep the trouble to themselves while they repair the first line.

"But when the second line fails, too, or where there never has been a second line, the community learns of the breakdown.

"The family unit is the basis of our community. When the family, either as a group or in its individual members, suffers disruption, the community suffers, just as a sick organ of the human body affects the functioning of the whole.

"Family social work, sometimes called 'family case work' because it treats each family's case on the basis of individual needs, has demonstrated that it can prevent such trouble in many instances, and in others bring about its cure.



## **When The Second Line Fails**

What are the indications of family need in a community? The editors suggest that this cannot be measured solely by the number of persons who are on relief or on the edge of it. Rather should it be measured by the evidences of family disruption as shown in divorces and desertions; of behaviour problems brought forcibly to the community's attention by youthful offenders in the Juvenile Courts; of mental strain and illness as shown by applications for admission to hospitals for mental disease; of the broken homes behind the neglected and dependent children in institutional care. The number of unmarried mothers in a community and the number of older children spending their time in idleness, neither at school nor at work, are other criteria by which one may judge the need for social work with families.

Such conditions "show the results of an inadequate or unsatisfactory family life. They all involve social and financial costs to the community far in excess of what is involved in preventing them through personal service of social agencies. Yet only a minority of endangered families in any community come under the care of social agencies.

"Conditions of modern life have placed beyond the control of the individual family many of the essentials of its functioning as a 'going concern'; not only of employment but of health and recreation. The family is dependent upon forces outside itself."

Illustrating this claim the editors quote the following from an address by Mrs. John D. Rockefeller 3rd, at a conference on family life and national recovery in November, 1934:

"Everything about modern life is on a large scale, more mechanical, more stifling for individual needs. Our economic and business life, our factories, our chain stores, our amusements, have all taken on a mass character. When a person is unable to meet this life as he finds it, it is usually because he has lost his sense of identity and security. The family case worker can bring this back more quickly than the relief agent or the institution employee. I believe that just in so far as our modern life has submerged the individual, just so far has the modern human being become more needful of individual treatment and understanding."

## **"Are Unemployed Folks Human?"**

Unemployment relief measures have occupied the headlines for so long that the public is fairly familiar with the nature of these provisions and the controversies that have raged about them. Most of us have become conscious of a vague mind-picture—a mass of blurred faces, whom we call "the unemployed." Conscious-

ly or unconsciously in our mind's eye, they have assumed certain attributes of character and appearance.

Who are these unemployed?

Studies that have been made in large communities have shown that eighty to ninety per cent of the unemployed receiving relief had not asked the help of any social agencies prior to 1930. In short, "they worked, owned homes, paid their debts and taxes, sent their children to high-school or college, and were an integral part of their community, holding up their own end as well as they knew how. To be sure, among them are families who always had lived close to the edge of dependency because of wages inadequate to assure decent standards of living, or because of employment in seasonal trades, but many more had lived as substantial citizens."

Olga Edith Gunkle has written a vigorous answer to the question, "Are unemployed folks human?", in a recent issue of "Dividends," the House Organ of the Denver Community Chest:

"In colonial days," she declares, "witches were burned at the stake, hounded from the community, or dumped into mill-ponds on ducking stools, but in the year of our Lord 1935, we have a more refined form of cruelty to use upon our unemployed. We simply break their morale by telling stories about them.

"Most domestic people who are footing the bills tell dozens of tales about some man they know who would rather live on charity than go dig ditches, or the housemaid who quit her job because she could get more money on charity.

"There is probably an element of truth in these stories, but social workers who know the other side of the picture, testify to the way most men plead for work—are willing to try any form of labour in order to feel independent.

"Hysteria is very common these days, not only on the part of the unemployed but on the part of intelligent people who have jobs. A fantastic story is heard and passed on and presently all of us in the community believe that all the unemployed are lazy, drunken, stupid folks who wouldn't take a job if it were offered, while actually a vast majority of the unemployed are simply humans like ourselves, but harassed with worry, frantic with fear and ashamed because they do not have a job.

"An understanding attitude, a less hysterical belief in any tale, is vitally needed at this time.

"Are unemployed folks human? Well, do you know one unemployed person personally? Is he human?"

### **The Man Who Wouldn't Take A Job**

Specific evidence is offered in this booklet of interpretive material which any social worker can match in her own community,

to lay the bogey that the unemployed "won't take a job when it is offered," and to explain its frequent relation to the thoughtless policy of relief officials in imposing delays and red tape when a temporary job is ended and the unemployed man or woman must return to the relief rolls.

### **Or couldn't keep it when he got the chance**

The merciless glare of publicity has so long been trained upon the unemployed who are on relief that it is difficult for a public to visualize them playing any other role. Vaguely it is realized that these people once worked and were self-sufficient, and the harried taxpayer, wild-eyed too, hopes that soon they will be restored to that condition again. But through what stripping of resources and agonies of mind they have reached their present apathetic stature of stooped shoulders and lowered eyes, the on-looker has but the vaguest comprehension, unless he has been through it himself. By what laborious steps they must climb back to the old life again, if and when granted the opportunity to do so, is even less understood.

"Jobs would provide the first necessary step, it is true, without which no headway could be made, but consult the records in your own community of the men who get jobs after two or three years of joblessness and see how near the mere earning of fifteen or twenty or even twenty-five dollars a week comes to curing the accumulated ills of several years of dependency.

"If their families are not too big, they can do without relief.

"But can they resume their old life again as they had hoped? Or with creditors of long standing demanding their pay envelopes, do hopes of returning to a better neighbourhood, of having more milk for the children, of having decent clothes and friendly intercourse with neighbours, grow dim and finally disappear, so that they would almost be relieved if the plant were to close down again and they could give up the struggle?

### **Idleness Harder Than Starvation to Cure**

"Can a man who has been unemployed, dependent for two or three, even for four years, hold down a job when he gets it? If it is hard labour, he frequently finds he has become too soft and is replaced. If it is in an office, the mental ill-health he may have acquired during maddening months of unemployment renders him unfit to get along with his fellows and he soon finds himself out of a job again."

The 1934 Annual Report of the Catholic Charities in New York, puts it well:

"The effects of prolonged deprivation of the opportunity to work can be more lasting and more difficult to cure than actual starvation. No doctor would start treatment of a starving man by giving him a good hearty meal. Neither can a job alone solve the difficulties of the distraught man whose morale has been weakened by years of discouraging search for work. The enervating effects of forced idleness on the young people who ended their school days during the last five years and who have never known the discipline and the satisfaction of regular work, is a serious problem today and will continue to be so for some time to come. Improved employment opportunities alone will not be sufficient."

### **Unemployment Has intensified Human Needs**

It cannot be denied that the need of financial resources to sustain life is one of the most pressing problems of families these days, but the spotlight's glare which has thrown that simple and obvious need into relief, has deepened the shadows of other needs scarcely less important—the lack of all those resources which determine whether a family is a "going concern" or not. Unemployment has intensified and increased all other human needs today, and as we contemplate the stupendous figures now being spent by governments to sustain life among those on relief, it must be recognized that these figures do not measure, nor can any available figures measure, the comparative amount and kind of service needed and given for other needs than keeping people physically alive. This is the burden that is falling so heavily upon the private family welfare agency today, and as we try to gain some comprehension of it, let us think first of all of that enormous mass of unemployed who are not yet on the relief rolls. Even after five years of depression, it is estimated that scarcely more than half of the total unemployed are represented in the heads of families and unattached persons who are actually on relief.

"On what resources, what hopes, does that half live which is not yet reduced to the relief rolls? With what need for courage and guidance to keep them self-sustaining until they can find work again, with what medical care, with what leeway for emergencies are they going through the days in the shadow of dwindling savings and an impatient landlord?"

How the "other half" of the unemployed are managing to keep themselves off relief, how the social agencies have stood behind them in their struggle, "tided them over" the rough places where they could not have continued without help, have given sympathy in their hours of dark despair, is a dramatic story which can be reproduced with honest realism in any community.

What is happening to the half that we know better—the half who are already on the relief rolls, needs telling, too. The interpretive booklet we are reviewing devotes a whole chapter to an analysis of just what is commonly provided or not provided in current measures for unemployment relief.

### **What You Get When You Are "On Relief"**

How much money does the average family on relief receive per month and what does it provide for them?

First of all, in terms of the more material necessities, food, for instance, and what may happen to a food budget in the hands of a woman who is not an expert, when rations have been worked out to the last calorie; then, as to clothing, shelter, health care, recreation and other items.

Secondly, in terms of the limited and untrained service which has prevailed in relief administration. What guidance and counsel can the relief visitor offer to a distracted family when her time barely allows her to make sufficient investigation to ensure that the applicant is entitled to relief, to draw up a budget to fit the size of the family, and make a minimum of visits, primarily to see whether the family can be removed from relief?

"A visitor who has one hundred families," says the St. Louis, Mo., Relief Department, "can pay a forty-minute visit to each in one month and can visit half of them twice that month, but by the time she has spent five minutes on each budget and similar amounts of time in seeing that they get their coal, rent, clothing, etc., provided for, and has done the necessary statistical and office work involved which takes fully half her time, she will have worked fifty-eight hours overtime in one month."

The limitations imposed upon the "exceptional case" by a tax paying public also leave many families outside the area of help even for simple and obvious requirements. Somehow the private social agencies must canvass the resources of their communities and find the answer to these appeals for help that don't come within "the regulations". With governments assuming the major responsibility for "relief" to the unemployed and to other classes of needy—such as widows and aged persons,—already accepted as a charge upon the state, the responsibilities assumed which are likely to be encircled with "regulations" in the best of times, are in these days of financial stringency highly coloured by the limitations of the public purse in the official interpretation of what constitutes "dire need".

But it is not enough to speak in general terms of those needs for which exceptional provision must be made, or for which relief

alone cannot be the answer. Even a "straight relief case" consisting of a normally healthy and adequate family will pile up its problems in time.

### **There is an "X Family" in Your Community**

"Take an average family," our booklet continues, "from the relief rolls,"—the X family.

"Previous to 1931 they had always managed their own affairs and it might seem logical that having been granted relief and having had explained to them their individual family budget as set by the limitation of funds, the X's could manage for themselves as wisely as anyone could manage for them; that here there was no need for personal service, for case work. And so they could, perhaps, for a year! But the year became two, and then three years, and their naturally good ability to endure hardship wore thin with use. There followed loss of home, loss of friends, loss of health, loss of devotion within the family group, loss of old standards of living, and finally, desertion by husband, wife, or adult children. Yet they had had regular relief.

"For none of these losses, expensive as they are both to individual and community, is relief alone an answer."

With the suggestive illustrations in this booklet, it will not be hard for anyone to outline the specific concrete story of some of the X families in his or her community. These stories will help to illustrate the findings of a study of family welfare records in more than one hundred cities, which showed that a third of the families under the care of these societies were referred by public relief departments for individual service the department was not equipped to give; that another third were referred because they needed guidance and exceptional relief which the public department could not supply because of legal or other limitations; and that the final third were under care not because of their need for material relief, but for guidance in working out their other problems.

### **What the Social Worker Does**

What does the family service agency do and how does it go about its task of helping families who have lost their "second line of defence"?

"The objective of the family case worker" (this is quoted from 'Family Social Work in the Changing World') "is to help the individual find a way out of his social or personal difficulties, so he may become a 'going concern'. The trained family case worker appreciates how serious other people's problems are to them but does not overwhelm them with pity or undermine them by taking



over all responsibility and telling them what to do. Instead, the case worker will gradually encourage the client to think things through for himself.

"This result is possible only when the client has enough confidence in the case worker to get off his chest the load of fear, anxiety, anger or resentment that uses up the energy which otherwise would go into renewed belief in his own capacities and into discovering new ways of meeting old difficulties".

Here are some of the ways in which a social worker may help, when a family has ceased to be "a going concern:"

By recognizing and discovering resources within the family group and helping the family to utilize them.

By opening up community services to people who need them, but do not know how to reach or use them, for example, clinics, hospitals, recreation centres, special schools and curative institutions, insurance adjustment and legal aid.

By helping to overcome problems of personality and behaviour reflected in domestic discord, alcoholism, habit problems of children, adjustment to economic conditions and unemployment, and adjustment to family relationships—serving as interpreter between parent and child, husband and wife, man and employer, child and teacher, doctor and patient.

By teaching mothers how to budget, plan, and manage their households better.

By helping a man to find a job or prepare himself for re-employment.

By providing relief of exceptional kinds or for persons ineligible under public regulations.

By providing the data and leadership for social action to remove conditions which have contributed to family problems and social failure.

### **What Kind of Person is She?**

To perform these services, the case worker's qualifications must include intelligence, high standards of personal conduct, human understanding, imagination, skill and tact, trustworthiness (for the person in need, no less than for the social agency), ability to win confidence and cooperation of clients, plus training for the job—"even more perhaps than for most jobs because it deals with the entire living human being in relation to his environment. . . .

"It's no very mysterious thing—this thing called family case work—but it relies on something more than common sense, valuable as that is. Common sense generalizations on the basis of personal

experience led to a belief that the earth was flat. What is true may lie hidden far behind what is obvious, and the way of helpfulness must be more than instinctive or accidental".

### **And That "Overhead" Question**

On the much discussed subject of "overhead," our booklet has the following to say:

"If a doctor's function were to dispense pills, then his fee might be called 'overhead' as compared with the cost of the pills he gives out. Thus out of a \$5 payment one might say that 25 cents, the cost of the pills, was the value of the treatment and \$4.75 was 'overhead'. Obviously we measure a doctor's service by other standards, by the skill and experience and insight he brings to the particular patient, and we know that in many instances he gives no pills at all. The whole cost of medical care may be for medical service.

"Of course his office, his secretary, attending nurse, and similar expenses which enable him to render service more efficiently may be considered overhead. But not his skill.

"So the family welfare society may give relief, may pay rent or send an extra quart of milk a day or buy gasoline for a car in which a man expects to make a new start in business. These are the 'pills'. The service which makes the relief take effect is like the doctor's ability. It is the essential value to which relief is only one adjunct.

"In the more complex field of service to families, the necessity of administration in terms of professional skill (not of 'overhead') is not always easy to prove in dollars and cents but is revealed by a little serious thought. Take two ways of treating the same situation.

"A finicky old lady applies for aid. Apparently she has no income, no relatives. An inexperienced and overworked visitor, whose chief believes in keeping down administrative costs, makes a perfunctory investigation and puts her on the public relief rolls. Proportion: administration and service 2 per cent, relief 98 per cent.

"But as time goes on the woman is not able to look out for herself, and a family welfare society is asked to help her. The social worker gains the old lady's confidence and learns of a son and daughter-in-law in a nearby city. The mother has been estranged from them for years, and they refuse to have anything to do with her. Through patient effort and a great deal of tact and sympathy the social worker succeeds in reconciling them.

The mother is received into a home that is prepared to make allowances for her peculiarities. She is no longer a public charge, no longer alone, no longer cut off from human affection.

"Proportion: service and administration 98 per cent, relief 2 per cent.

"Such service, for which the organization was established, is not truthfully to be called 'overhead'. It is the 'head' itself".

### **A Practical Guide for Interpreters**

Social workers, board members, publicity committees, and volunteers will find the reference notes and illustrations contained in this booklet, "When a Family Needs a Good Neighbour," a very practical guide in the interpretive work which they must carry on in their own community. Its provocative chapter headings, "Needs of Every Family," "Unemployment and the Need of Relief; The Two Greatest Current Problems in Family Life," "The Government as a Partner in Unemployment Relief," "Do Families Need Guidance and Service?", "What Does Case Work Bring to Treatment of Problems not Solved by Relief?", "Shall the Community Keep Its Family Service Agency?" are the topical headings under which factual and illustrative material has been compiled. While the figures and illustrations are drawn from American experience, they may be readily adapted to the Canadian picture.

The final chapters include a summary of the case for family social work and a practical outline of how this material may be worked into an interpretive programme. A useful list of references is appended.

The publication will be a timely help to those who carry a responsibility in community chest or individual agency appeals, and for that reason this rather full review is given at this time.

M. B.

*"When a Family Needs a Good Neighbour," published by Community Chests and Councils, Inc., 155 East 44th Street, New York City. Price, 50 cents; in quantities of ten or more, 35 cents.*

## NEW PERSPECTIVES IN FAMILY SOCIAL WORK

*The annual report of the Family Welfare Association of America, presented at the annual meeting of the membership April 1935.*

This report which covers the activities of the Association for the years 1933 and 1934 might be roughly divided into five sections.

In part I an outline is given of the new concepts in the field of family social work, and how they have evolved from our old assumptions of the past. First of all from the angle of the local private agency, which years ago took the major responsibility in the distribution of private donations for the relief of poverty. After the real onset of the depression this idea changed. Private funds were unable to carry all the burden, and public opinion swung round to the idea that all relief should be financed from public tax money. After an attempt at this adjustment a point half way between was reached. With the tremendous numbers of families which the relief agencies were handling it was out of the question for them to give many of the services that these destitute families needed. Private philanthropy was called upon to finance certain services through the medium of the private family agency. In many cases rapid adjustments and revisions in policy were necessary. The private agency had to equip itself for two closely connected functions. To provide a variety of supplementary help to families in receipt of public relief; and to interpret to the communities throughout the country the problems that arise as the direct result of economic stress, and the contribution the family agency believes it can make towards their solution. Of necessity the relationships between public and private agencies changed rapidly. The Family Welfare Association feels that during these two years these changes have been most beneficial to both groups. The idea of social case work has broadened out to include good relief administration, and many relief agencies have raised their standards to meet the demand for a more sympathetic understanding of economic distress.

In the National field these complex and significant developments led the Association to consider carefully its whole structure and set-up with regard to its member agencies, and in some instances to shift the emphasis it placed on certain problems to others, so as to be in a position to co-ordinate and meet the rapidly changing interests in both the public and private fields.

Under the heading "Adventures in Field Relationships" some interesting experiments in the field work service of the Association

have been made. For example, a new type of inter-city conference was inaugurated conducted almost exclusively by correspondence carried on consistently from month to month. The conference groups were selected with care to insure that they represented in the main the same stage of thinking and experience. One group was composed of private agencies in cities of similar size who were all planning a new program of family case work. A second group were representatives from smaller unemployment relief agencies. The subjects selected were definitely related to the actual work being done. Some unique adventures in the attempted solution of a specific problem were followed through by the group concerned.

"Current Activities" of the Association and a brief summary of "Service Rendered" might be called parts three and four. During the two years covered by the report the Field Staff received calls for a visit or for advice from almost every state in the union. Through the Information Service the experience of various agencies in the entire field is made available. The Educational Activities of the Association include the assembling of educational material, a consultation service for schools of social work, staff development, and the interpretation of family social work to professional and community groups. The money received from the publications of this department amounted to \$14,508.28 in 1933 and \$30,180.21 in 1934—a sure index of an expanding interest in social problems, and an appreciation of the need for more specific and detailed knowledge. Under the Personnel Service "the Association participated in the placement of 203 persons, and the referral or evaluation of 200 more". In addition nearly 200 interviews were held with possible recruits or with persons requesting vocational advice.

The final section of the report is devoted to the financial statement, and to a list of the names of the member agencies.

We have here an excellent resume of the trends and developments in the family social work field during 1933-34, trends which are to-day originating new policies and techniques in family work throughout the whole United States.

M. T.



## COMMUNITY ORGANIZATION

### CANADA HAS THIRTEEN COMMUNITY CHESTS

Depression gives impetus to Cooperative Financing

Undaunted by the clouds which still darken the economic horizon and equally undismayed by superstitious forebodings, a group of social agencies of Regina, Saskatchewan will take its place this autumn as number thirteen in the list of Community Chest organizations now operating in Canada. The budgets of fifteen Social Agencies will be included in Regina's forthcoming joint appeal for charity.

In the records of several of our newer community chest organizations which launched their first appeals in the depression years, Regina will find grounds for confidence in its initial venture.

The Vancouver Welfare Federation in its first appeal early in 1931, bettered the previous efforts of its separate agencies by about 60%. In its fifth campaign last autumn this Federation had nearly doubled the total raised in its first appeal.

The Federation of Catholic Charities in Montreal and the French Canadian Federation of Montreal, organized in 1930 and 1931, have made steady and consistent progress, and the Ottawa Federated Charities have completed three "bilingual" campaigns on behalf of both English speaking and French speaking charities in the Capital city.

#### **Thirteen for Three Hundred**

Close to three hundred charitable services are now federated in the thirteen cooperative appeals which will raise the bulk of the funds for charity in Halifax, Montreal, Toronto, Hamilton, Ottawa, Winnipeg, Regina and Vancouver, this autumn and in the spring. The combined totals of twelve of these appeals exceeded \$2,900,000 last year.

The Community Chest movement in Canada represents a growth of little more than fifteen years. Brought into being with the clamorous appeals for charity in the post war years, the earliest federations in Toronto and Montreal pioneered the field in Canada. Halifax, Winnipeg and Hamilton subsequently organized their co-operative appeals, but the financial stringency of the depression years gave a new stimulus to practical cooperation, and four new federations came into being in quick succession over a three year period.



## **Organizations far from Uniform**

The thirteen federations for cooperative financing in Canada exemplify the varied forms in which such federated appeals may be organized. Toronto with its three, and Montreal with its four, federated appeals have developed separate organizations for their several religious and racial groups. But in Montreal at least, these groups are now cooperating in the pro rata support of certain non-sectarian services.

Halifax, Hamilton, Winnipeg, Regina and Vancouver have formed all inclusive, non-sectarian federations, while Ottawa is conducting an unique experiment with two separate and distinct federations (for purposes of administration) representing the two dominant religions and races, but one joint appeal.

Varied forms are also exemplified in the internal organizations of these federations, and wide differences will be found in the degree to which the member agencies' viewpoint is represented in the manner of forming the administrative Board, the all-important Budget Committee, and in setting up the campaign organization.

## **Growth of Social Planning**

Coincident with the growth of cooperative financing in Canada have appeared tangible expressions of the desire and need for co-operative planning of social services, and a number of the larger cities now have in fact or on paper their representative "Community Councils" or "Councils of Social Agencies."

Essentially an expression of the spirit of voluntary cooperation on the part of its member agencies, a council's strength cannot exceed the strength of that spirit manifest, nor can its influence in a community be greater than the force of public opinion it is able to muster in support of its objectives. This does not mean that the Council of Social Agencies cannot become a very strong community force. The strength of well established councils has been demonstrated over and over again, especially in some of the larger cities of the United States, in the critical situations facing welfare agencies in the past few years. But the influence of a council is a matter of slow growth, and in Canada the Montreal Council of Social Agencies is the only organization of this type with more than a few years behind it. The recently completed survey of social services sponsored jointly by this Council and the Financial Federation of its member agencies proposes radical changes in its policies and organization which may alter its representative character, but which will undoubtedly give it greater power (in the role of adviser to the financing body) in the sphere of social planning.

Other councils now in the field include those in Halifax, Hamilton, Ottawa, Winnipeg, Saskatoon, Calgary, and Vancouver.

Lacking the spectacular publicity of the financial federation with its annual campaign which inevitably throws its operations into the limelight; lacking also the power which money wields when it "talks," these Councils are working slowly toward their ideals of an adequate welfare programme, practical and disinterested cooperation of the existing charitable services, and the ascendance of the whole community welfare over the selfish or personal interests of organizations or individuals.

M.B.

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### **AMBITIOUS COMMUNITY SURVEY COMPLETED IN MONTREAL**

Completing a project launched eighteen months ago, and having spent twelve of those eighteen months "at hard labour" the Montreal Survey Committee, appointed jointly by the Montreal Council of Social Agencies and Financial Federation, has just released its report for the consideration of the sponsoring organizations and their member agencies.

The Committee was appointed early in 1934 "to review the field of social work in Montreal, as it affects the interests of Federation and the Community, and to determine how the work of Federation can most advantageously be carried on without exceeding estimated income," Morris W. Wilson, Chairman of the Board of Directors of the Federation stated, in releasing a press summary of the report in Montreal on September 6th.

The Survey Committee—composed of twelve men and women appointed by the two organizations named, secured the services of John B. Dawson, Executive Secretary of the Community Chest of New Haven, Connecticut, and a former Montrealer, as consultant, and Dr. F. O. Stredder, Principal of Sir George Williams College, Montreal, was appointed local director and secretary to the Committee. Four executives of local charitable agencies—Miss Esther Beith, Miss Jane Wisdom, Capt. William Bowie, and George H. Corbett, were appointed to advise the committee in a professional capacity.

The press summary of the report follows:

"The survey report is in six volumes and a final volume, understood to be in the nature of a summary, is expected shortly. Each volume covers a special field.

## **Federation and Council**

"The first deals with the central services, Financial Federation, Montreal Council of Social Agencies and Budget Committee. This part of the report endorses the present set-up but expresses the opinion that the organization of both Federation and Council is unwieldy in that the membership of both boards is too large for effective action. It is suggested that Federation's board be reduced from 45 to 21 members, meet more frequently and assume some of the duties now delegated to its executive committee. In order that the Council may function more effectively in its special field of planning co-ordination and research, the report suggests that its board also be reduced from 45 to 21; that the four divisions of activity (children, dependency and delinquency, education and recreation, and health) be abolished in favour of committees appointed each to deal with a specific problem; and that the employed personnel be strengthened by the addition of a well-qualified executive assistant to the executive director.

"This first section of the report was submitted some months ago in order that Federation and Council might consider their own reorganization before subsequent reports were submitted dealing with the agencies. The recommendations of the first section have already been accepted and in large measure put into effect.

## **Child Care and Protection**

"Section Two deals with child care and protection as covered by the following agencies: Children's Bureau, Protestant Infants' Home, Protestant Orphans' Home, Ladies' Benevolent Society, Boys' Home, Montreal Boys' Association, Big Sister Association, Day Nursery, Women's Directory and certain activities of the Girls' Cottage Industrial School and the Society for the Protection of Women and Children. Emphasis is laid repeatedly on the need for a strong, unified organization with a comprehensive view of this entire field. The Children's Bureau, organized in 1919, was a first step towards that objective and it is felt that the ground is now prepared for a more comprehensive and inclusive agency. The essence of Section Two, therefore, is the recommendation for establishment of a Children's Aid Society which would be held accountable by Federation for supervision of all services and activities in connection with dependent and delinquent children. There is no disposition to curtail the services now given by the federated agencies in this field but consolidations are advocated. Consequent recommendations are that the present services of the Montreal Boys' Association and Big Sisters' Association, together with the field work of the Girls' Cottage Industrial School and the child protection work of the Society for the Protection of Women

and Children be incorporated in a protective department of the new Children's Aid Society.

"The Survey Committee endorses the view that babies and very young children are ordinarily better in private foster homes than in institutions and recommends that babies now in the Protestant Infants' Home be transferred to foster homes. It is further suggested that recent increase in the community in adequate provision of foster home services and approval of this principle by the provincial Government have made it possible to advocate that institutional service be now reduced; and it is strongly recommended that the Protestant Infants' Home, Protestant Orphans' Home and Ladies' Benevolent Society unite to plan for a single cottage type institution for the types of children who need this specialized care. Pending the achievement of such plans it is suggested that the Ladies' Benevolent Society should lease the property of the Protestant Infants' Home, Federation leasing the Ladies' Benevolent property to house its own headquarters and several of its agencies.

"No significant change is recommended in the activities of the Boys Home in Weredale Park, except that the staff should be strengthened by the addition of a worker qualified in psychiatric social work.

"Regarding the Day Nursery, the report points out that since its foundation, the City of Montreal has grown greatly in size and of necessity, therefore, the services of the Nursery cannot be used by many mothers for whom the Nursery was actually created. Day care on a temporary basis for children referred by other agencies as needing special attention and protection is recommended and the Montreal Council of Social Agencies is asked to undertake a study of wide application of the principle of day care through the use of day foster homes or other means.

"In line with the survey's general policy of centralization and interdependence of agencies, it is recommended that the Women's Directory become a department of the new Children's Aid Society.

### **Recreational Activities**

"Section Three of the Survey Report deals with the seven agencies of Federation which provide organized recreational and informal educational activities: Iverley Settlement, Griffintown Club, University Settlement, Negro Community Centre, Daily Vacation Schools, Young Women's Christian Association and Parks and Playgrounds Association.

"It is recommended that the Parks and Playgrounds be renamed and reorganized as a supervisory agency to bring closer co-ordination into this field. The past policy of the Association was defined as

a practical demonstration of programme designed primarily to influence the City authorities to extend park and playground facilities. This programme has been so fruitful of success that the Survey Committee feels it can be discontinued, having achieved its purpose. The Association concurs in this view and is willing to assume, instead, responsibility for effective use of funds in the indicated field, supervision of all Federation summer camps and expansion of its programme for community centres such as it has already initiated in Rosemount and Maisonneuve. Further, regarding summer camps, it is recommended that the Council of Social Agencies initiate a community-wide study of the entire situation.

"Another recommendation of change which represents an accomplishment, is that regarding the discontinuance of the present activity of Iverley Settlement at the close of the current season. This was the first settlement in Montreal. It has shown the way so well that now its district is almost too well taken care of, being served by Tyndale House, Welcome Hall, St. George's, St. Anthony's and St. Jude's churches and the Old Brewery Mission. The Settlement itself is quoted as saying: 'The overlapping causes members to change from one organization to another and become more exacting in their demands. The result is decidedly harmful to the individual.' The Settlement urges removal to a less well-served district.

"Regarding the Negro Community Centre, the report states that the rented quarters are limited and inadequate; the homes of many members have no bathing facilities and the Centre urgently needs showers; and employment conditions in the district are appalling. Recommendations are that the Centre transfer to Iverley's present building; that it give more attention to teaching simple vocations, such as cobbling; that its medical and dental services be supervised by the Health Service and that a part-time, adequately trained negro case worker be added to the Family Welfare Association in an effort to alleviate conditions in the district.

"In connection with the Daily Vacation Schools, the Survey questions the advisability of an indoor programme for children in the summer. It is recommended that the Daily Vacation Schools be discontinued as an agency and integrated with the other recreational agencies under the renamed Parks and Playgrounds Association.

"A final special section of Volume Three deals with kindergartens, an activity of Iverley, Griffintown, University and the Negro Community Centre. It is recommended that the Council of Social Agencies initiate a study of the nursery, kindergarten and pre-school programmes of the agencies with a view to evaluation.



"Regarding the Young Women's Christian Association, it is recommended that an effort be made to increase the organization's revenue from paid services and that Federation's support of the employment services and the traveller's aid be discontinued. This is in line with the general policy of the report that employment services be discontinued, since unemployment is accepted as the field of public relief and public employment bureaux have become government activities. In connection with the travellers' aid, it is recommended that the transportation companies be urged to assume financial responsibility; failing that, that the National Y.W.C.A. be urged to make budgetary provision.

### **Health Services**

"Section Four deals with the health services of Financial Federation, specifically the Victorian Order of Nurses, Westmount Social Service Association, Montreal Diet Dispensary, Montreal Industrial Institute, Murray Bay Convalescent Home, Brehmer Rest Preventorium, Mental Hygiene Institute and Child Welfare Association, with its subsidiary, the Health Service.

"In this field again the most striking recommendation, that for discontinuance of the present activities of the Child Welfare Association, records an accomplishment. The Association's demonstration programme was designed eventually to be taken over by the public health departments of Montreal and Verdun and has been so successful that the transfer of responsibility is already under way. It is therefore recommended that the Association complete withdrawal from this field as speedily as possible and take over the new programme which is suggested for its now subsidiary agency, the Health Service. This involves supervision of the health activities of all the Federation agencies, for whose adequacy and economy the Health Service would be held accountable.

"Two subsidiary groups are suggested within this field, one in nutrition and one in therapy. It is pointed out that education in nutrition is an essential function of several agencies and urged that the nutritional services be co-ordinated under the Diet Dispensary, reorganized for the purpose.

"Departments of three different agencies are engaged in occupational therapy. The Montreal Industrial Institute trains physically and mentally handicapped persons in a sheltered workshop. A department of the Protestant Employment Bureau finds jobs for the physically handicapped. A department of the Victorian Order of Nurses teaches occupations to sick persons at home. These services, according to the report, have remarkable records. It is suggested that they be co-ordinated as one agency under Health Service supervision.



"A feature of the work of the Victorian Order of Nurses is its heavy load of non-Protestant cases. It is recommended that non-sectarian intake of the health agencies be continued but other Federations be asked to contribute financial support on a pro rata basis with adequate representation on the boards of the agencies concerned.

"Regarding the Westmount Social Service Association, it is pointed out that financial responsibility by federation is anomalous and recommended that the Western Division of the General Hospital be urged to make budgetary provision.

"Since for several years the Brehmer Rest Preventorium has had difficulty in securing enough patients to keep it in operation and community need for its services is open to question, it is suggested that it offer its facilities to the Laurentian Sanitorium and, if not required, suspend operations.

"A final recommendation in this section of the report is that the Mental Hygiene Institute accept responsibility for functional supervision of the mental health aspects of all agency activities.

### **Family Welfare and Adult Dependency**

"Section Five of the report of the Survey Committee deals with family welfare and problems of adult dependency, the recommendations affecting the following agencies of Federation: Family Welfare Association, Emergency Unemployment Relief Committee, Protestant Bureau for Homeless Men, Sheltering Home, Protestant Employment Bureau, Protestant Industrial Rooms, Prisoners' Aid and Welfare Association and Legal Aid Bureau. The question of what responsibility belongs to the taxpayer and what to the private giver is described as the most difficult problem in this field.

"In 1934 the Family Welfare Association spent \$34,400 on the care of indigent old persons. Almost universally the care of the aged has been accepted as a public responsibility. The Provincial Government has been pressed repeatedly to assume financial responsibility in this field, particularly since the Federal Government has agreed to contribute 75 per cent. of the cost. In the same year the Family Welfare Association also spent \$22,500 upon employable unemployed ineligible for city relief. A further \$51,000 was disbursed for the care of mothers and children bereft of a breadwinner. The report recommends that provincial authorities again be pressed to undertake financial responsibility in these three fields.

"In view of three facts: (1) that governmental authorities maintain labor bureaux for both men and women; (2) that Financial Federation makes cash disbursements amounting to \$18,000 per annum for employment services; (3) that Federation must reduce

its total budget and withdrawal of employment services would affect clients least adversely—the Survey Committee recommends discontinuance of these services. This involves the Family Welfare Labor Bureau. With the exception of its special department for the physically handicapped which, it is suggested, should be brought under the Health Service, the Protestant Employment Bureau is also affected by this recommendation. It is pointed out that the Bureau was created to 'cure unemployment by employment' in an effort to lighten the burden of unemployment relief then carried by the Family Welfare and the Emergency Unemployment Relief Committee. Now that the State has assumed this responsibility, discontinuance of the Protestant Employment Bureau (and the Y.W.C.A. employment services) is recommended. Since the Survey Committee reached this conclusion, the Federal Act to establish an employment and social insurance commission has been passed, which would seem further to endorse the Committee's stand.

"The report points to similarity between the Clothing Room activities of the Family Welfare Association and the plain sewing department of the Protestant Industrial Rooms, and recommends that the Industrial Rooms be reorganized as the central and only clothing depot of Federation and that it absorb the Family Welfare Clothing Room, at the same time discontinuing relief and referring its relief cases to the Family Welfare.

"The Emergency Unemployment Relief Committee acts on behalf of persons who, it believes, are eligible for relief but whose claims are not recognized by the Commission. The committee gives relief until their claims are adjusted. The survey report expresses a hope that it will be possible at an early date to discontinue the E.U.R.C., thus relieving private philanthropy of a burden which properly belongs to the State.

"Many agencies have to find temporary shelter for clients in emergencies. The Sheltering Home provides this service, but has not been occupied to capacity for some time. The need for convalescent facilities for unmarried mothers is urgent. The committee suggests that the Sheltering Home alter its routine to make possible a section for convalescent maternity cases under control of the Health Service and in close co-operation with the Women's Directory.

"Regarding the Prisoners' Aid and Welfare Association the report considers that its court activity and jail visitation duplicate the work of the Salvation Army, while its legal aid service departments duplicate the similar activity of the Legal Aid Bureau of the Society for the Protection of Women and Children. The propaganda for penal reform which the latter association carries on in its capacity

as a branch of the Canadian Prisoners' Welfare Association is commended. The recommendation is that Federation budgetary provision for the Prisoners' Aid and Welfare Association be discontinued as from January 1st, 1936."

(NOTE: Copies of the Survey report may be ordered from the Montreal Council of Social Agencies, 1421 Atwater Ave. Montreal, price \$2.25 for a complete set.—Ed.)

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## THE SOCIAL SERVICE EXCHANGE

*"Organizing a Social Service Exchange"*

*"Filing Systems for Social Service Exchanges"*

These are the titles of two recent bulletins published by the Social Service Exchange Committee of the Community Chests and Councils Inc., 155 East 44th Street, New York, N.Y. Both have been written by Luella Harlin, Executive Secretary of the Social Service Exchange, Philadelphia, Pa.

The first bulletin gives a simple definition of an exchange, its purpose, how it operates, questions to be settled before organizing, territory to be served, personnel, and equipment required, and financial and administrative considerations.

The second bulletin deals with the all-important subject of filing technique adapted to the purposes of the Exchange. The inexperienced exchange secretary will receive most practical help and guidance, for the straight alphabetical system to which one naturally turns is only practical when the exchange is very small.

Such queer things happen to names in the wear and tear of life, that the modern exchange builds up its files on the "zone" or "group" system, putting "name families" together rather than in straight alphabetical sequence. Interesting illustrations are given, as well as some useful hints in dealing with foreign names of various origins.

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## CAMPAIGN PUBLICITY ON TRIAL

What shall be Social Work's appeal message to its public in 1935? This was the subject of a meeting of publicity, community chest, and social agency executives which took place during the recent sessions of the National Conference of Social Work in Montreal.

Five social workers drawn from the fields of public health, child welfare, family welfare, leisure time services, and care of the transient and unattached, were challenged to offer an appeal for their particular sphere of welfare work which would meet the

publicity needs of the community chest in its fall campaigns. Specifically the criteria were that it be an appeal which would present much needed service, satisfy the giver, and not conflict with government services. The case for public health was presented by Miss Dorothy Deming, R.N., editor of "Public Health Nursing"; for family service, by Clarence A. Pretzer, General Secretary, Family Welfare Society of Providence; for child caring services; by Miss Marjorie Bradford, Canadian Welfare Council; for recreation services, by Miss Claire McCarthy, Director, Community Recreation Association, Richmond; and for services to "the unattached", by MacEnnis Moore, National Association for Travellers' Aid and Transient Service.

Summaries of the papers given, together with an introductory comment by Mary Swain Routzahn, and some quoted comments from Elwood Street who acted in the capacity of "counsel for the government" at the "trial," have been made available in a special bulletin, "Campaign Publicity on Trial", by the Community Chests and Councils Inc., 155 East 44th Street, New York, N.Y. Price 15c.

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#### MR. FALK GOES TO NEW YORK

As we go to press, word has just been received of the resignation of Mr. J. Howard T. Falk as Director of the Vancouver Welfare Federation. Mr. Falk has been appointed as the executive head of Christodora House, the well-known New York settlement house. In accepting the New York appointment, Mr. Falk returns to the locale of his first experience in social work, gained as a staff member of Christodora House twenty years ago. Before going to Vancouver in 1930, Mr. Falk had served for ten years as Director of the Montreal Council of Social Agencies and Financial Federation.



## DELINQUENCY AND RELATED SERVICES

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### CANADA TO EMULATE BORSTAL SYSTEM

The application of the English Borstal system to Canadian penitentiaries may be an accomplished fact in the near future, according to an interim report on the subject by the Superintendent of Penitentiaries, submitted to the House of Commons on July the 5th by the Honourable Hugh Guthrie, Minister of Justice.

By an adaptation of existing buildings, the system could be established for youthful offenders in Canada without new institutional facilities, and the plan could be put in effect within sixty days of its being so ordered, Superintendent of Penitentiaries, General D. M. Ormond, stated in his interim report to the Government. This report was written following several weeks' observation of the system which has been in effect in England with various adaptations since 1908.

Commenting on the drastic changes which have been found necessary from time to time in England, General Ormond recommended that the inauguration of this type of treatment be not unduly rushed in Canada, but rather be developed step by step with adaptations of existing facilities as far as possible.

#### **The English Borstal System**

Combining physical, mental, moral and industrial training for youthful offenders, the English system now in vogue, as described by General Ormond in his report, provides separate institutions, first of all for the reception and classification of the youth when first committed, and then for segregation and special training according to the type of case. According to his response to the treatment given, the youth may be graduated from one regime to another, working progressively towards his release.

The Borstal institutions include a disciplinary institution for the least hopeful cases, another for special treatment of those who are apparently defective physically or mentally, an institution for the more amenable and less sophisticated youths, and finally an open prison system for the training of hopeful cases transferred from other Borstal institutions. From his incarceration in a Borstal institution, the youth is given conditional release on parole to the

"Borstal Association," an organization of private citizens with semi-official standing acting under the presidency of the Home Secretary. Its members, who must be acceptable to the Home Office, are interested citizens who are willing to serve as adviser and confidant of a youthful convict during the period (an unexpired portion of his original sentence) in which he is under conditional release. The headquarters of the Association is in London and an executive committee directs its work.

In general, there is approximately one member or "associate" for each youth released from a Borstal institution. The parent or friend of a youth, if acceptable to the Home Secretary, may act as associate for the youth, but in those cases in which home surroundings are unsatisfactory, or where the youth has no relatives, an associate is found for him. When an associate is selected, he is called upon to interest himself in the youth, to give him advice and also "to act in two capacities, the reconciliation of which requires a good deal of tact—first, as friend and adviser, and secondly as 'policeman'." The youth, on his part, is required to keep in close touch with the associate to whom he has been assigned, changing neither work nor residence without his consent. The associate interests himself in assisting the youth to find satisfactory employment and to spend his leisure time profitably, and reports to the Association at least once a month on the progress of his probationer. If there are signs of a relapse to delinquency, an effort is made to direct the lad in the right path, and should this fail, the Associate immediately reports to the prison commissioners who revoke the license for conditional release and return the boy to the disciplinary institution for further treatment.

#### **Immediate Suggestions for Canada**

The immediate recommendations for Canada which are advanced in this interim report (see Hansard, July 5th) may be summarized as follows:

That provision be made for the segregation of all youthful convicts in Canadian penitentiaries in one building or segregatable part of a building in each penitentiary (suggestions are given as to how this might be effected in each institution in respect to living quarters, work-rooms and exercise grounds).

That the Classification Board of each penitentiary proceed with the first selection of youthful offenders likely to be benefited by the type of treatment proposed (this Board to be assisted later by special staff officers as and when appointed).

That each penitentiary staff be augmented by the appointment of one specially selected person for each thirty youthful offenders,



with a minimum of two special persons in each penitentiary, to be known as "Supervisors" and "Assistant Supervisors" of youthful convicts. These Supervisors would be in addition to, and distinct from, custodial officers, their duties to include the supervision, treatment and training of youthful convicts outside of working hours.

The adaptation of facilities already available in penitentiaries for vocational education and training to provide a well-rounded programme for the youthful convict, with the addition of regular physical training, voluntary evening classes in gymnastics, and possibly other recreational interests.

In respect to the suggestion that first classification of offenders for separate treatment be carried out by existing Classification Boards, the report suggests that suitable questionnaires to parents, relatives, church, school, convicting magistrate or judge, and any other person in a position to supply useful information, might be the first step in gathering the necessary information about each youth. Special examinations, where considered advisable by the Classification Board, could be made by Medical examiners or psychiatrists, as required.

### **Qualified Staff Most Important Factor**

Commenting on the qualifications and functions of the proposed Supervisory officers, the report suggests that these positions should be graded as coming within the classification of superior officers in the penitentiary service, the appointment to the position of Supervisor being made by the Governor-in-Council and of Assistant Supervisor by the Superintendent of Penitentiaries, in consultation with persons outside of the penitentiary service; in due course, the position of Supervisor to be filled by promotion from Assistant Supervisor.

"The persons selected to fill the supervisory position," the report continues, "require to be men of good character, good education, even temperament, optimistic nature, possessed of good common sense, untiring patience, athletic, and having a wide experience in dealing with men. The hours of duty would be long, broken, and making heavy demands on the physical and mental capacities of the supervisory officer."

In the initial stages, it is suggested that the subordinate officers including trade instructors doing duty with youthful convicts, could be specially selected from existing staffs and should be given a special course of training before being assigned to these duties. The creation of the post of matron could be considered at a later time after separate training had been inaugurated and some experience gained.

Stressing the qualifications of the supervisory staff as the keystone of the whole Borstal system, the report quotes the following from "The Principles of the Borstal System," published by the British Prison Commission in 1932:

"The Borstal System has no merit apart from the Borstal staff. It is men and not buildings who will change the hearts and ways of misguided lads. Better an institution that consists of two log huts in swamp or desert, with a staff devoted to their task, than a model block of buildings equipped without thought of economy, whose staff is solely concerned with thoughts of pay and promotion. The foundations of the Borstal system are first, the recruitment of the right men, then their proper training, and finally, their full cooperation with one another in an atmosphere of freedom and mutual understanding."

### **"Conditional Release" Under Existing Laws**

When a youthful offender is ready for discharge, the Superintendent suggests that no new machinery will be required in the penitentiary service to effect arrangements for conditional release similar to those prevailing in England.

"The close liaison presently existing between the Remission Branch, the Department of Justice and the penitentiary service permits of a facility of close cooperation. The Classification Board of each penitentiary plus the Supervisor (if appointed), will have a complete knowledge and appreciation of the life and conduct of a youth while in the penitentiary.

"The Remission Branch has full particulars pertaining to the nature of the crime and of the environment in which the youth lived prior to his conviction.

"The penitentiary is presently equipped with a staff and facilities to seek out, investigate and recommend persons who might be approved as adviser, big brother, or friend to a discharged youth having no suitable home to return to upon release.

"Existing legislation and clemency practices permit of the release of a convict on license. The person undertaking to act as guide, philosopher and friend to a released youth would only be called upon to perform those functions during the period for which the license is granted."

In conclusion, General Ormond suggests that there would be no difficulty in arranging close cooperation between the Remission Branch and the selected persons referred to, either direct or through the warden of the penitentiary, and points out that nothing proposed in the above plan would in any way affect the authority of the Crown or alter existing clemency practices.

On June 17th, 1935, there were 266 youthful convicts in Canadian penitentiaries whose treatment is likely to be affected when the new plan comes into force.

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### JUDGE MACLACHLAN RETIRES

On April 30th, Judge Ethel MacLachlan signed her last docket, granted "amnesty" to all boys on probation and left the bench of the Juvenile Court of Regina, on which she had presided for eighteen years.

Like many prominent "westerners", Judge MacLachlan was a "Maritimer", and trained in the educational precepts of the Nova Scotian Academies. For fifteen years, she was a successful teacher in the Lunenburg Academy, going to the new province of Saskatchewan in 1909, comparatively shortly after its creation. In 1910, she was appointed provincial inspector of foster homes and Assistant Superintendent of Neglected Children, "moving up" in 1916 to Superintendent. In those days much of her work was done in an open buggy with a team, often involving driving fifty miles a day, pushing into newly opening country, and sharing the floor of a crude shack with three or four other travellers, as "caravanseraï".

In 1927 she left the Department to become the first, and to date, the only woman judge of a Juvenile Court in the Province, with a circuit, unique in Canadian Juvenile Court organization,—a Travelling Court including the judicial district of Regina, and the hearing of other cases, anywhere in the province, on request of the Superintendent of Neglected Children. Sometimes her travelling involved 25,000 miles annually, while in her eighteen years, she has heard over five thousand cases, only thirteen of which have been appealed, and six of which have been upheld. Indicative of her vigour is the fact that in 25 years of public service, she has never had a day's sick leave.

Since 1920, as secretary-treasurer of the Canadian Association of Child Protection Officers, she has been a contributor to Council publications and well known to our members, in discussion and conference.

Rounding out her quarter century of service in the public child protection of her province came her inclusion as a member of the Order of the British Empire in the King's Birthday Honours List. Judge Ethel MacLachlan, M.B.E., will carry with her, warm wishes for enjoyment of a well earned leave, from many beyond the confines of the young and vigorous province, in which her life work has been cast.—C.W.



## LEISURE TIME AND EDUCATIVE ACTIVITIES

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### ADULT EDUCATION IN CANADA

#### I. THE 1935 SURVEY AND GENERAL CONSIDERATIONS

Adult education is one of the social developments of this generation, and bound to gather head as scientific progress and economic convulsion combine to increase the incidental or enforced leisure time of the great mass of the population throughout industrial civilizations.

Another force tending to extend the age area of education is the sustained rise in the average age of populations in the civilized world, due to the falling birth rate, and the extension of the length of life through preventive medicine. Canada gives a marked illustration of this; where 239.85 per 1,000 of the population were 10-19 years old in 1871, only 203.69 are in that group today, but 134.66 are in the 30-39 year group (as compared with 111.40 in 1871) and 118.66 in the 40-49 year group (against 79.99 in the earlier year).

#### Other Countries

Denmark has gone far ahead of other countries in the extent and richness of her adult education services, which, through the famous "folk schools" are developed, organized and administered by the people themselves.

Great Britain perhaps ranks second among the older countries in the development of this activity. She, too, has left the "mechanics" and application of the movement largely to the people themselves, giving grants in aid from public funds to approved projects upon application. The Workers' Education Association and the National Council for Social Service are the two principal media through which her public stimulus is focussed.

So far, in the United States, the movement has been almost entirely voluntary, among the people themselves, as a spontaneous effort, or stimulated and organized as a voluntary social service, privately financed. More recently however, to an increasing degree, the public relief programme has been conscious of the vitiating effect of the undisturbed pall of idleness upon the unemployed, and in its service, leisure time activities (some at least of which could be described as adult education) are developing. Most

marked of these is the extensive recreation programme of the Civilian Conservation Corps camps, which has left these projects comparatively free of any serious disturbance or discontent.

### **The Canadian Field**

In Canada, in spite of a most widespread unrelated effort, there has been little or no conscious or concerted programme on a broad front in this field, except the development with greater emphasis of some effort to stimulate a national opinion in Leisure Time Activities by the Canadian Welfare Council in 1933-4, until in the spring of 1934, under the spur of the Extension Department of the University of Toronto, a group of people met in Toronto to discuss the question generally. An interim committee was then set up to survey the field, and report to a subsequent meeting, held at MacDonald College, Quebec, in June 1935. At this meeting the results of this field study were considered and the Canadian Association for Adult Education was formed.

### **Set-up of Survey**

Professor Peter Sandiford, of the University of Toronto, was in charge of this study and associated with him were officials of Provincial Universities, or of Provincial Departments of Education as investigators within the areas of their respective provinces. It is, therefore, only to be expected that the work of the formal departments of education, and the substantial public education services of the provincial departments of health and agriculture, as well, should receive marked emphasis throughout the report, with admittedly less attention directed to the interrelation of the extensive recreational programmes and the diffused but nevertheless definite contribution carried on in the larger urban centres, particularly by such social agencies as the Settlements, Boys' Clubs, Y.M.C.A., Y.W.C.A. groups, and the newer social centres, and also the extensive programmes for idle single men, programmes which admittedly draw in some instances on these public services for part of their activities.

### **What is Adult Education?**

In twenty chapters, this extensive report deals with various aspects of public education, from the approach of adult education. After patient discussion, the chief investigator describes adult education on this continent as follows:

"Adult Education is concerned with the voluntary efforts of persons of above school age, who are not enrolled as regular students in an educational institution, to secure further education for themselves. In general, custom limits the term to organized efforts exhibiting the twin features of consecutiveness and

persistency, and to those for which credits and degrees are not given. Both cultural and vocational subjects are included under the term, but political and religious matters apart from their educational aspects are deliberately excluded. It is also customary to exclude all education of a private-adventure or proprietary nature whose incentive is that of private gain."

In a workmanlike manner, the study then set the lower age of adult education at 16 years of age (the limit of compulsory school attendance in some provinces), and defined adult education as including vocational as well as cultural subjects, with emphasis on those aspects of the movement which are organized, consecutive and persistent in effort.

### **The Problem—Finance and Co-ordination**

The study ranks the besetting problems of Adult Education in Canada as primarily that of finance, and secondarily that of co-ordination and control. On the whole, the most successful projects are found to be those resting on the financial strength of the federal, or provincial governments, or the great universities. This, and the necessity for co-ordination of the entire programme into a well-knit whole, leads to the study's conclusion that "the time has arrived when Adult Education should be made as much an integral part of provincial education as the public and high schools now are," and suggests the appointment in each province of a provincial Director of Adult Education. To this office, as ancillary it is suggested should be added "for the ideal 'set-up,'" a co-ordination of all voluntary agencies conducting Adult Education. "Adult Education," the report concludes, "is the next great forward step in government service for the people. Unless this step is taken, the permanent leisure, enforced or otherwise, which is upon us, will prove a curse instead of a blessing. Adult Education, properly organized and conducted, is the solution of the great problem—how to restore, maintain and enhance the morale of the people."

### **Shall Adult Education Be Publicly Controlled?**

The investigators and group, to whom must be due the credit for the whole extensive project of this study are primarily educationists, associated with great provincial departments of education or, in all but one or two cases, provincial universities. Their thinking would naturally tend to the suggestion of a public service under the provincial educational authorities. Apart from the fact that this may raise vital and important discussion, along the lines of religious and racial considerations essential in any Canadian system of education, does the proposal of public educational control not



run counter to one of the most powerful arguments that the masterly introduction advances for Adult Education?

A basic case for Adult Education is here put on a firm psychological foundation by Dr. Sandiford, who quotes the conclusions of Thorndike's extensive studies to the effect that

"Given the will and the capacity to learn, adults may, by taking a little more time and making a little more effort than they have been wont to do, learn anything they choose to learn practically as well as ever they did."

Proceeding to a social-economic argument for Adult Education, the movement is then urged as a mass effort "to combat present social disorganization" on the ground that "direct indoctrination" in the immaturity and inexperience of the young is "a sin against childhood" and that therefore "the reform of society will come, not through the indoctrination of the young, but from the intellectual conversion and convictions of the adult". On such a definition, Adult Education becomes the agency "whose sole purpose is to provide the people with that vision without which they will indeed perish".

But, in the same section, the further significant comment is made, with which Canadians perforce will agree:

"Teachers everywhere obtain their authority from the community they serve. What the teacher is allowed or required to teach is determined in the last analysis by those in political power. In a democracy, the mandate is determined by the way the majority of adults believe or think; in a totalitarian state, the doctrines taught in the schools must conform to those of the dictator in control of the political situation".

Dr. Sandiford has frankly described the situation in any democratic system of public education. Is it at all conceivable that a Director of Adult Education, and his teachers, in any Canadian province today, *directing the education of the adult population—voters all—would be any freer than, or as free, as the ordinary teachers to teach doctrines, other than those "determined in the last analysis by those in political power?"* This being the situation, does not the greatest argument for adult education, namely "the reform of society . . . through the intellectual conversion and convictions of the adult" break down entirely, if the system is to be publicly developed and controlled?

Following Dr. Sandiford's other line of argument for greater co-ordination of voluntary effort, the group meeting at MacDonald College in June formed a Canadian Association for Adult Education to disseminate information on adult education projects, to keep its

members informed on developments in Canada and elsewhere, to co-operate with adult educational organization and efforts in the Dominion, and generally to serve as a clearing-house for adult education and to encourage its development throughout the country.

Is this not the better way, and based on the sound assumption that unlike the education of children, the education of adults must be builded primarily upon their desire and co-operation for such education, and that it must be freer in its fundamental concepts than any public system of elementary or even secondary education? Does the Canadian situation today not call for greater effort to clarify all our programmes in leisure time activities (broader than Adult Education since these include all ages, and all forms of recreational and occupational as well as educational and vocational activity, and treat the family as a unit) through some co-operative effort? Then, side by side with the development of a more formal system of Adult Education, in which the new Association (assisted, let us hope, by public grants as in Britain) will be the fonthead, can we not bring about among the people themselves, under such organization (again publicly aided) as may suffice in differing communities and provinces, that spontaneous organization of their leisure time that will truly make their idle time a blessing instead of a curse?

## II. PRESENT ACTIVITIES IN ADULT EDUCATION

### **Federal Government Activities**

In the field study report, the efforts of the Dominion Government, which one did not previously envisage as formal adult education, come first on the list of present activities—headed quite properly by the extensive information services of the Dominion Bureau of Statistics in the fields of vital statistics, industrial, and agricultural production, education, trade, commerce and finance. Somehow we had thought of these technical bulletins as an intelligence service offered for one's wider knowledge, and somewhat more erudite than the popular concept of general adult education. They do fit however within the survey's definition of its field.

All the official departmental reports of the Canadian Government are here included, as well as the quite definitely instructive handbooks and bulletins, the field service in practical agriculture of the Department of Agriculture and the demonstrations of the experimental farms.

The work of the Canadian Radio Commission is described as having "more power for good or evil in Adult Education than any of the others."

The inclusion of the military and naval training systems and the school activities of the Department of Indian Affairs fall within what may seem a widely stretched bow of "adult education" activities of the federal authority.

### **The Provincial Governments**

Here markedly the activities of the departments of education stand out, with the definitely adult education activities of the departments of health and of agriculture following. The school correspondence courses, the museums, libraries, school and drama festivals, evening classes, and day classes for the unemployed in some centres emerge as definite enterprises in adult education, fostered by the provincial authorities.

Properly in a section of importance is the amazing record of Canada's own innovation, the Women's Institutes, covering every province and ingeniously linking voluntary effort with public aid through the Institutes branches of the departments of agriculture. Over 80,000 rural women are linked together in more than 3,000 branches in the different provinces (including also 218 Cercles fermieres in Quebec). The Institutes afford at the same time perhaps the most effective women's organization in community welfare, and the most substantial intellectual and cultural programme outside the field of formal educational effort.

Provincial departments of agriculture have also fostered farmers' clubs, agricultural courses, etc. and though they have been successful, nowhere have they touched rural life to the extent of the Institutes.

The United Farmers' Clubs in Alberta and Saskatchewan represent a co-operative effort of force and vigour among the rural groups themselves.

### **Other Organized Effort**

Next to the provincial departments of education, in force of impact, possibly the university departments of extension may claim rank, and of these in intensity of grip upon its clientele the programme of the University of St. Francis Xavier, Antigonish, N.S., must come first. Here, an original programme of extension has developed into an active programme for living, embracing the entire economic and social outlook of its clientele in Eastern Nova Scotia. From classes and discussion, the programme has extended into the development of co-operative community business, credit, marketing, agriculture, mining, fishing, etc., with training of leaders in special courses in such subjects as book-keeping, English, elementary economics, and co-operative economics. It is a demonstration through the combination of the University with its constituency of entire social reorganization through adult education.

In this field, the *Frontier College*, carrying on continued adult education in mining, construction and lumbering camps, has become a national institution.

*The Workers' Educational Association*, so powerful in England, has so far been influential in Ontario only with about 1,900 enrolled in 41 classes and 19 associations. This is possibly because of the exclusion of all but trade unionists and similar workers from the classes, in an attempt to protect them from submersion in the clerical and professional registration. Its programme is neither vocational nor continued education, but education in the knowledge "essential to intelligent and effective citizenship".

*Vocational and technical education* as well as agricultural education have been developed in Canada through a federal-provincial set-up, whereby grants in aid to approved provincial projects have been given under the Agricultural Instruction Act, and the Technical and Vocational Education Act. These grants stimulated extensive building in many larger centres in Canada, and the special schools so developed have become centres for evening classes for adults as well as day classes in the ordinary school system. From year to year these classes have had 65,000 to 80,000 registrants.

*The Canadian Handicraft Guild*, for thirty years, has carried on its programme for the preservation and development of Canadian handicrafts, operating classes in several of the provinces. Attendance at its exhibitions last year exceeded 190,000.

*Drama* as a leisure time and educational force has received a great stimulus through the Canadian Drama Festival plan, launched by His Excellency, the Earl of Bessborough, during his term as Governor-General. The Festival is carried on through eleven regional competitions, but so far the movement would appear to touch the leisure class, professional and so called "white collar" groups in the population to such preponderant degree as to preclude its description as yet as a "folk drama" of any extent. (This latter comment is ours—Ed.)

*Music*, as a force in the life of the Canadian people has received a great stimulus through the Radio Commission but as yet the definite stimulus to community musical effort has been slight, the Manitoba, Saskatchewan, and British Columbia Musical Festivals being marked exceptions.

*The Public Library* is one of the greatest single forces in Adult Education in Canada, the Dominion Bureau of Statistics reporting that 13% of the population over 10 years of age, and 20% in urban centres are library patrons in a year in the Dominion. In Prince Edward Island and British Columbia, with the Carnegie Foundation's support, remarkable experiments have been developed,

extending the loan service to the entire area contiguous to the library centre. In other centres, reading courses and classes have been developed from the library, among its clientele. Travelling and "package" libraries have also been developed by several of the provinces, notably in the West.

*Women's organizations, service and fraternal groups, the churches* and various religious institutions in their general programmes, or through special courses, classes and forums, among them represent a quite definite contribution in the education of the adult.

Many of the large business enterprises, especially the railways and the banks carry on extensive adult educational projects for their employees, particularly along vocational and commercial lines.

The summer and vocation schools, for definitely instructional, for cultural, and for general educational purposes are extending in number and influence, under various auspices, especially in Eastern Canada.

Movements of inevitably growing importance are those fostered from without, or developed from the people themselves, for the preservation and integration into Canadian life of all that is finest in the native arts, craft and life of the *new Canadians* who form such a proportion, especially of our new communities. This must be regarded as one of the most important and special fields of any Adult Education programme in Canada.

C. W.

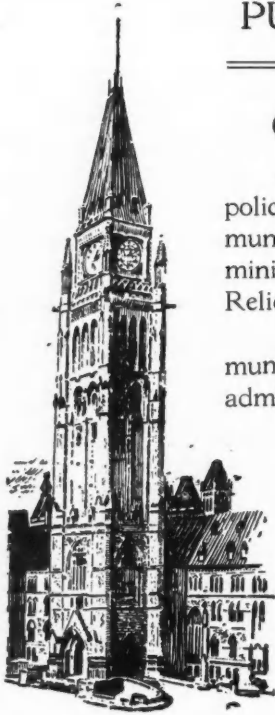
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#### MOTION PICTURES ENTERING CANADA

The bi-monthly period of June and July 1935 shows that French films are being imported in increasing numbers with a substantial drop during 1935 in films from the United Kingdom and the United States.

Country	Feet	Value
United Kingdom.....	106,062	\$ 8,290
United States.....	479,443	40,503
France.....	249,932	19,986
	<hr/> 835,437	<hr/> \$68,779

## PUBLIC WELFARE SERVICES



### ONTARIO'S NEW RELIEF POLICY

Ontario's much discussed changes in relief policy have been outlined in the following communication to municipal councils and relief administrators from the Provincial Unemployment Relief Branch under date of August 29th, 1935:

"The policy as adopted provides that each municipality shall have full charge of detail relief administration within its own boundaries, assisted by a monthly grant-in-aid from the treasury of the Province.

"It is necessary, however, that certain preparatory steps be taken in order to ensure the uninterrupted carrying on of relief in the municipalities and to avoid undue burdens being imposed on municipal treasuries or possible hardships on persons in need of assistance. The Government does not, therefore, propose an

immediate departure from the present system or any sudden action in initiating the new system.

"In the first place it is intended that as early as possible following the approaching Dominion election a conference will be arranged with the Dominion Government, at which it is proposed representatives of municipalities will be present, for the purpose of obtaining from the Dominion authorities a decision as to adequate Federal assistance.

"In the second place it is announced that as soon as possible after such conference a special session of the Ontario Legislature will be held for the purpose of dealing, among other things, with questions relating to the sources of revenue from which funds may be available to carry out the new relief program. The Government will then implement its plan of monthly lump sum contributions to municipalities for relief purposes as early as possible after the special session of the Legislature and in any event not later than January 1st, 1936.

"While some details of the plan for monthly grants-in-aid are yet to be determined, the general considerations will have regard to the volume of relief required in the municipality and ability of the municipality to pay for such relief as is necessary. In the



meantime all the existing provincial regulations in respect to unemployment relief will continue in effect and the Provincial Government will continue to share relief costs as at present, subject to the usual inspection and audit.

"In this connection the Government has, however, adopted a definite attitude of approval toward the issuing of cash relief benefits. Its satisfactory experience during the past year in the matter of "Work and Cash Relief projects" has led the Government to take this position. Municipal authorities may, therefore, inaugurate a cash relief system, preferably associated with a full work program wherever this is found to be feasible.

"The Government has instructed its Unemployment Relief Branch to continue its co-operation with all municipalities dealing with relief, urging at the same time a policy of careful economy and supervision which will aim to eliminate abuses while caring adequately for all needy persons and families who would otherwise suffer by reason of unemployment."

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## THE UNITED STATES SOCIAL SECURITY ACT

The new Social Security Act of the United States became law when it received the signature of the President, on August the 14th last. The enactment of this legislation has aroused wide interest in Canada, and has been much discussed in the press. We give, therefore, the following summary of the important provisions for the information of our readers.

A Federal system of old age benefits, and grants in aid to encourage development of State unemployment compensation systems, are important cornerstones of the new Social Security Law. Its provisions will make Federal aid available to all States for administration of unemployment compensation laws, and for old age assistance, aid to the blind, vocational rehabilitation, expansion of public health work, and measures to promote more directly the security of children. These latter include grants in aid to the States for care of needy dependent children in their own homes, (commonly called mothers' pensions), maternal and child health services, services to crippled children, and services to children who are homeless, dependent, neglected, or in danger of becoming delinquent.

The child welfare provisions of the Act will be administered by the U.S. Children's Bureau, under the Secretary of Labour, except for grants in aid to dependent children in their own homes, which will be administered, together with the other provisions of the Act, by the Social Security Board brought into being as the administrative body.

The amount made available annually for maternal and child health services is \$3,800,000 for the fiscal year 1936 and each fiscal year thereafter. This amount is divided as follows:

(1) Available for payment of half of the total expenditure under approved plans, \$2,820,000, of which \$1,020,000 is for uniform apportionment to the States (\$20,000 to each) and \$1,800,000 for apportionment on the basis of the proportion of live births in a State to all live births in the United States;

(2) Available for allotment according to financial need for assistance in carrying out the State plan after the number of live births is taken into consideration, \$980,000.

The State plans are to be approved by the Chief of the Children's Bureau if they conform with the following conditions:

Financial participation by the State.

Administration of the plan or supervision of administration of the plan by the State health agency.

Such methods of administration (other than those relating to selection, tenure of office, and compensation of personnel) as are necessary for the efficient operation of the plan.

Provision for such reports by the State health agency, in such form and containing such information, as the Secretary of Labour may from time to time require, and for compliance with such provisions as the Secretary of Labour may from time to time find necessary to assure the correctness and verification of such reports.

Provision for extension and improvement of local maternal and child health services.

Provision for cooperation with medical, nursing, and welfare groups and organizations.

Provision for development of demonstration services in needy areas and among groups in special need.

For services to crippled children the amount made available annually is \$2,850,000. This amount is divided as follows: For uniform apportionment to the States (\$20,000 to each), \$1,020,000; for apportionment among all the States on the basis of need after the number of crippled children in need of services and the cost of services are taken into consideration, \$1,830,000.

Federal funds may be granted (within the amount available for allotment to each State) only for payment of half the total expenditures under approved State plans, the requirements for approval being similar to those for the approval of the plans for maternal and child health services with additional provision requiring cooperation with any agency in the State charged with administering State laws providing for vocational rehabilitation of physically

handicapped children. These services are to be administered by a State agency; if several agencies are responsible, one is to be designated by agreement of those concerned.

For child welfare services the amount made available annually is \$1,500,000. This amount is divided as follows: For uniform apportionment to the States (\$10,000 to each), \$520,000; for apportionment among the States on the basis of the ratio of the rural population of each State to the total rural population of the United States, \$990,000.

Grants are to be made to the States, on the basis of plans developed jointly by the State public-welfare agency and the Children's Bureau, for establishing, extending, and strengthening, especially in predominantly rural areas, welfare services for the protection and care of homeless, dependent, and neglected children and children in danger of becoming delinquent. They are to be used for payment of part of the costs of district, county, or other local child welfare services and for developing State services for the encouragement and assistance of adequate methods of community child-welfare organization in areas predominantly rural and other areas of special need.

The term State is defined to include Alaska, Hawaii, and the District of Columbia.

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#### THE EMPLOYMENT AND SOCIAL INSURANCE COMMISSION

The Employment and Social Insurance Commission, whose appointment by the Government was announced on July the twentieth, is now active in collecting the necessary data to put into force Canada's first Unemployment Insurance measure. The Commission is charged with the administration of the Employment and Social Insurance Act, which was passed just at the close of the last session of Parliament.

Col. Gordon Harrington, its Chairman, was Minister of Public Works and Mines in the Rhodes Government of Nova Scotia from 1925 to 1930, and when Premier Rhodes resigned in that year to become Minister of Finance in the Federal Government, Col. Harrington became Provincial Premier, remaining in that office until 1933. He had long been closely identified with the steel and mining industries of the Maritime Provinces.

Tom Moore, the second member of the Commission, is well-known in Canadian public life, having served for seventeen years as President of the Trades and Labour Congress of Canada, and

for twelve years as a member of the governing body of the International Labour Organization.

Romeo Beaudet is the third member of the Commission. Mr. Beaudet had previously been associated with the Confederation Life Association as manager of the French Branch of that Company for eleven years. Previous to that, he had been Superintendent of the Company for the Province of Quebec.

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*The Machine Age*—A series of pamphlets published by the Social Service Council of Canada, 37 Bloor Street West, Toronto. Price, ten cents each, rates on request.

This series has been published in an effort to provide the inquiring reader with a convenient and non-technical introduction to the discussion of modern social and economic problems. The titles include the following:

"Women and the Machine Age" by M. M. Kirkwood

"The Western Farmer" by G. E. Britnell

"The Canadian Farmer and the Machine Age" by W. M. Drummond

"The Industrial Revolution in Canada" by I. N. Biss

"The Canadian Wage Earner in the Machine Age" by D. C. MacGregor

"Unemployment in the Machine Age; Its Causes" by E. A. Forsey

"Youth and the Machine Age" by D. L. Ritchie.

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## **NATIONAL FEDERATION OF KINDERGARTEN NURSERY SCHOOL, AND KINDERGARTEN-PRIMARY TEACHERS OF CANADA**

Grateful acknowledgment is made for articles appearing in the May issue of this bulletin and for others to appear subsequently, which have been compiled by Montreal Kindergarten Association, Hamilton Kindergarten Teachers Association, Toronto Kindergarten Association, St. George's Nursery School, Toronto.

Editorial Committee.

### **GROWTH OF NURSERY SCHOOL EDUCATION IN TORONTO**

The nursery school was not introduced into Canada until five years after the first such school was established in the United States. It had, therefore, little opportunity to make itself felt in the community before the economic depression occurred and the development which seemed to be indicated was halted. The present centre of nursery school education in Canada is St. George's School for Child Study, administered by the University of Toronto and closely associated with the Department of Psychology. This institution was established in 1925 as a research centre under the auspices of the Spelman Fund of the Rockefeller Foundation. During the past ten years the school, under the direction of Dr. William Blatz, M.B., Ph.D., has gradually developed a comprehensive programme fourfold in character. First, a plan of research is in progress involving a detailed analysis of certain phases of behaviour development as portrayed by the normal child. This study includes observation of the child at home from birth to two years of age, detailed observation during his three school years and follow up information after this time. Second, a two year course in teacher training is offered for graduate students in the Department of Psychology of the University. Third, a Parent Education Division has been established which offers courses upon various phases of child care and training and, in addition, trains leaders in parent education. Fourth, a programme in child care and education has been evolved for the child of the pre-school age. Thirty children are enrolled yearly, entering the school at two years of age and graduating at five years.

Several small private nursery schools have recently been organized in Canada the majority under the direction of students trained in St. George's School. Two of these are located in Hamilton, one in Toronto, St. Thomas, St. Catharines, and one in Winnipeg. In addition to these, there are two nursery schools connected with public welfare institutions in the city of Toronto.

#### **The Principles of Nursery Education**

It may be of interest to those who are not as yet familiar with nursery education to define, briefly just what education at

so early an age implies. Many are inclined to wonder how one can "educate" the nursery school child, forgetting that walking and talking, eating and sleeping and playing are as much a part of an individual's learning and, therefore, of his education as are the three "r's" of his later school life. Nursery school education, as we have it to-day, represents the first attempt to investigate and, having investigated, to organize those phases of early learning which until recently have been left largely to develop as chance circumstances ordained. In other words, the child in the nursery school is learning to live by living in carefully planned surroundings. His routines, eating, sleeping, elimination, washing and dressing are so planned and guided that he acquires personal habits adequate for satisfactory adjustment. His play life is so organized that he has opportunity for maximum physical and mental development, acquires bodily control and skill in handling his environment as well as a knowledge of its possibilities. The environment, both social and physical, is so arranged that his emotional life is neither suppressed nor undisciplined but gradually brought under self-control.

Guidance is so administered that he develops in the more general habit or character trait of self-control, through the assumption of responsibility for carrying out necessary duties, and of self-expression through the initiating of constructive and creative play projects. Lastly, but perhaps most important, the nursery school child is given an opportunity to learn how to adjust to group standards of living and to participate and enjoy the give and take of social living at an age when he is ready and apt for such learning.

The future of the nursery school cannot, as yet, be predicted but the necessity for planned education at the pre-school level is an established fact.

### **GROWTH OF KINDERGARTEN IN TORONTO PUBLIC SCHOOLS**

Whilst Toronto is known for its conservatism, it is also characterized by a steady progressiveness of movement in educational thought. This has been demonstrated in the fact that it was the first Canadian city, and the second on the Continent, to establish Kindergarten as an integral part of its elementary education system.

The first Public School Kindergarten in America was opened in St. Louis, U.S.A., and directed by Susan Blow, a wealthy and prominent citizen of that city. This very progressive work attracted the attention of Dr. James L. Hughes, then Chief Inspector of Elementary Schools in Toronto. He visited St. Louis and returned to Toronto inspired by the work he had seen and determined also to have the prominent educationists of his city see what he had seen and feel what he had felt.



On the invitation of the Minister of Education, Miss Susan Blow and Mrs. Hubbard were brought from the United States to lecture. These lectures were made very practical as everyone was invited to participate so that in true Kindergarten fashion they "learned by doing."

About the year 1878, Ada Marean, one of the students of Madame Krause, came to Toronto and opened a private Kindergarten at the corner of Gerrard and Church Streets. This though a financial failure was in no sense an educational failure, for Dr. Hughes, receiving permission from the Board of Education, engaged Miss Marean to open the first Kindergarten in Toronto. Miss Marean was given six months leave to visit St. Louis and study the problems of Kindergarten as the foundation of elementary education. About 1881, Miss Marean returned to Toronto and opened the first kindergarten in Louisa Street School, with students giving their services in return for training received. Later another Kindergarten was opened in Niagara Street Public School under the direction of Edith Dawkins, to be followed by Victoria Street Kindergarten under the direction of Louise N. Currie, and Jesse Ketchum Kindergarten under the direction of Bruce Nudel.

Ada Marean was made Supervisor of Kindergartens, and steadily they grew as they showed their value. A two years' course was established for the training of the students, one year in Public Schools and the second year at the Normal School. Miss Hailman was placed in charge of the first Kindergarten opened in the Normal Model School, and when the training of the second year students was included, was succeeded by Miss Hart, and later followed by Miss M. MacIntyre.

After the retirement of Ada Marean as Supervisor of Kindergartens in Toronto Public Schools, Louise Currie was called to this position. Kindergartens were now established in every Public School, and parents were clamouring for this good life for their children. In order to meet this demand, Miss Currie asked that All Day Kindergartens be operated accommodating two groups of children, one in the morning and one in the afternoon. This adjustment now gives every child the opportunity of Kindergarten guidance.

Connected with the growth of this work are many outstanding names, such as : Hulda Westman, Janet Linden, Libby Williams, Hannah Heakes, Emma Lorne Duff, and many others. Although they have "passed on," the influence of their work will continue and be an inspiration to all those who may follow.

That Toronto's early vision was clear is not only proved by the increasing number of Kindergartens, but by the fact that

Kindergarten principles of creative activity and group projects are not only moving through elementary education but also through secondary education, and are known in progressive schools throughout the country under the name of the "Activity Programme."

In Public Schools, Kindergarten still remains Kindergarten, although its outward form has changed with the times, giving more creative work and keeping direction just for its necessary stabilizing effect. But the principle of learning to live remains with perhaps more intensity as life itself has become more intense.

At the present time there are 88 fully equipped Kindergartens, 177 Kindergarten Teachers, and 9,279 children receiving Kindergarten training in Toronto Public Schools.

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The National Federation of Kindergarten, Nursery School and Kindergarten-Primary Teachers affiliated with the Canadian Welfare Council will hold its Annual Convention on Saturday, October 26th at Eaton's, College Street, Toronto. A splendid conference has been planned, with noted guest speakers at luncheon and dinner.

Panel discussions, exhibits and visits to schools have been arranged by the standing committee, and give assurance of an interesting and valuable day.





(Continued from inside front cover)

- No. 55. The Non-Academic Child.  
No. 56. Protection Against Diphtheria.  
No. 57. You Wanted to Know Something About the Canadian Council on Child and Family Welfare. (Published in French also). (English out of print).  
No. 57A. The Canadian Council on Child and Family Welfare. (Revised edition (1964) of No. 57).  
No. 58. Food Service Exchange.  
\*No. 59. Relief and the Standard Budget.  
No. 60. Helping People in Need.  
Record Form and Instructions, (designed for use in the present unemployment situation).  
No. 61. Boys in Trouble.  
No. 62. "In Times Like These" (Suggestions for the organization of community welfare and relief services).  
Supplement A—The Actual Provision of Relief.  
Supplement B—The Organization of Special Services for Problems of a Particular Type.  
Supplement C—The Organization of Relief Work Programmes.  
No. 63. The Visiting Housekeeper.  
No. 64. The Central Bureau in the Catholic Welfare Programme.  
No. 65. The Day Nursery in the Programme of Child Care.  
No. 66. Sample Food Budgets and reprints of the Section on Menus and Budgets.  
No. 67. Fair Time for the Nurse.  
No. 68. Posture, Body mechanics.  
No. 69. Ophthalmia Neonatorum. (Babies' Sore Eyes).  
No. 70. The Bewildered Community To-day—Canada, 1934.  
No. 71. The Cross-Eyed and Squinting Child.  
No. 72. Infantile Paralysis.

**Reprints**

- (1) Some Considerations re Unemployment Insurance.
- (2) Some Considerations re Unemployment Insurance.
- (3) Administration of Clothing Relief.
- (4) Activities of the Department of Public Welfare, Toronto.
- (5) Child Protection in England and Wales.
- (6) The Essentials of a Relief Programme for Canada.
- (7) Rental or Shelter Allowances.

L.T.A. Publ'n No. 1-32. Recreation Leaflets dealing with various phases of recreation are available on request.  
L. T. A. Publ'n No. 13. Community Gardens.

**Charts—(Wall Size)—**

- No. 1. 7, 10, 14. Infant Mortality Rates in Sixty Canadian Cities (Statistics 1925, 1926, 1927, 1928).  
Nos. 2, 12, 16. In your District Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1927).  
Nos. 17A-B-C. Does Your City Live It's Babies? Statistical Report of Infant Mortality in Cities of Canada. (Five Year comparison, 1925-30), 1932.  
Nos. 3, 8, 11, 15. Why Our Babies Die. (Statistics, 1925, 1926, 1927, 1928).  
\*No. 4. Illiteracy Rates in Illiteracy, 1921 Census.  
No. 6. Child Placing in Child Saving.  
No. 5. The Vicious Treadmill (Illiteracy in Cities—1921 Census).

\*No. 13. A Blot on the Map of Canada. (English and French)

\*Posters (at cost)—No. 1. "The Gay Adventurers." No. 4. "Baby's Stomach is Very Small."

No. 2. "The Protection of the Child." No. 5. "Have You a Clean Bill of Health?"

No. 3. "Every Canadian's Heritage." No. 6. "The Porridge Party."

No. 7. "The Poor Baby."

Pre-Natal Letters—(In English and French). A series of nine letters giving pre-natal help and advice (Free).

Post-Natal Letters—(In English and French)—A series of seventeen letters giving post-natal help and advice (Free).

Pre-School Letters—(In English)—Five series of 17 letters, covering the years from one to six in the child's life. Child Welfare Problems in Habit Formation and Training—(A series of six pamphlets). (Free).

Patterns—Layette Patterns and Patterns for Abdominal and Hose Supports. (At cost).

Diet Foldiers—Series 1, 2, 3, 4, 5—dealing with the child's diet from birth to school age. (At cost).

Health Record Forms—For the use of physicians, clinics, conferences, etc. (At cost).

Record Forms—(1) Child's History. (2) Family History. For the use of children's agencies, institutions, etc. (At cost). (3) Physical Record Forms for Institutions. (At cost).

Annually—Proceedings and Papers of the Annual Meeting and Conference.

Official Organ—"Child and Family Welfare," issued bi-monthly

\*Posters—Out of Print.



# Canadian Welfare Council

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health, COUNCIL HOUSE, 241 COOPER ST., OTTAWA, CANADA.

## OBJECT.

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

## METHODS.

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

## MEMBERSHIP.

The membership shall be of two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other evidence of incorporation.

- (2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.

## FEES.

1. National Organizations..... Annual Fee, \$5.00—Representatives: 3.
  2. Provincial Organizations..... Annual Fee, \$3.00—Representatives: 2.
  3. Municipal Organizations..... Annual Fee, \$2.00—Representatives: 1.
  4. Individual Members..... Annual Fee, \$1.00—Representatives: 1.
- In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

## BOARD OF GOVERNORS—Fourteenth Year, April 1st, 1935,—March 31st, 1936.

Division I.—Maternal and Child Hygiene.....	Chairman—Dr. H. B. Young, Victoria. Vice-Chairman—Dr. J. Fenton Angus, Ottawa.
" II.—Child Care and Protection.....	Chairman—Mr. Robt. E. Mills, Toronto. Vice-Chairman—Mr. E. H. Blois, Halifax.
" III.—Family Welfare.....	Chairman—Mr. F. H. Stapleford, Toronto. Vice-Chairman—Miss Robena Morris, Toronto.
" IV.—Community Organization.....	Chairman—Mr. J. H. T. Falk, Vancouver. Vice-Chairman—Dr. Helen R. Y. Reid, C.B.E., Montreal.
" V.—Leisure Time and Educational Activities.....	Chairman—Capt. Wm. Bowie, Montreal. Vice-Chairman—Mrs. G. Cameron Parker, Toronto.
" VI.—Delinquency Services.....	Chairman—Mr. H. Atkinson, Portage la Prairie, Man. Vice-Chairman—Judge H. S. Mott, Toronto.
" VII.—Officials in Public Welfare Administration.....	Chairman—Mr. A. W. Lever, Toronto. Vice-Chairman—Mr. A. Chevalier, Montreal.
" VIII.—French-speaking Services.....	Chairman—Col. L. R. LaFleche, Ottawa. Vice-Chairman—Madame Jules Tessier, O.B.E., Quebec.

## Governors representing National Agencies in

### Membership

Mr. Tom Moore, Ottawa.  
Mrs. C. H. Thorburn, O.B.E., Ottawa.  
Mr. A. J. Freiman, Ottawa.

## Governors representing Finance and General

### Interests

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